

Viceregal Committee of Enquiry into Primary
Education (Ireland) 1918.

REPORT OF THE COMMITTEE.

VOLUME I.

REPORT.

Presented to Parliament by Command of His Majesty.



DUBLIN:

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1919.

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BY THE LORD LIEUTENANT-GENERAL AND GENERAL GOVERNOR
OF IRELAND.

FRENCH.

We hereby nominate and appoint :—

The Right Honourable Lord Killanin (Chairman), Commissioner of National Education.

The Most Reverend Patrick O'Donnell, D.D., Bishop of Raphoe.

The Right Reverend the Honourable Benjamin John Plunkett, Bishop of Tuam.

William Alexander Goligher, Esq., Litt.D., Professor of Ancient History, Trinity College, Dublin.

Robert Thomas Martin, Esq., B.A., Member of the Senate, Queen's University, Belfast, and Chairman of the Board of Governors of the Royal Belfast Academical Institution.

Miss Margaret Doyle, M.A., Women Assistants' Representative, Irish National Teachers' Organization.

William Haslett, Esq., Vice-Chairman, Belfast and District Branch of the Principal Teachers' Union.

William Bernard Joyce, Esq., B.A., Headmaster, Central Model School, Dublin.

Robert Judge, Esq., President, Central Executive Committee, Irish National Teachers' Organization.

Thomas Joseph Nunan, Esq., Vice-President, Central Executive Committee, Irish National Teachers' Organization.

William O'Neill, Esq., President, Principal Teachers' Union.

George Ramsay, Esq., J.P., Ex-President, Central Executive Committee of the Irish National Teachers' Organization.

Maurice F. Headlam, Esq., Treasury Remembrancer.

Andrew Nicholas Bonaparte Wyse, Esq., M.A., Secretary, Board of National Education in Ireland,

to be a Committee to inquire into and report upon the following matters connected with Primary Education in Ireland, viz. :—

To inquire and report as to possible improvements in the position, conditions of service, promotion and remuneration of the teachers in Irish National Schools, and in the distribution of grants from public funds for Primary Education in Ireland with a view to recommending suitable scales of salaries and pensions for different classes of teachers, having regard to the character and length of training necessary, the special qualifications obtained, the nature of the duties which have to be performed, and other relevant considerations.

Given at His Majesty's Castle of Dublin, this 12th day of August, 1918.

By His Excellency's Command.

JAMES MACMAHON.

BY THE LORDS JUSTICES GENERAL AND GENERAL GOVERNORS OF
IRELAND

JAMES H. CAMPBELL.

Whereas the Lord Lieutenant General and General Governor of Ireland by Warrant under His Excellency's hand dated the 12th day of August, 1918, appointed a Committee to inquire into and report upon certain matters as set forth in the said Warrant, connected with Primary Education in Ireland;

Now We, the Lords Justices General and General Governors of Ireland, do hereby nominate and appoint:—

The Reverend Canon H. B. Kennedy, B.D.,

The Very Reverend Thomas F. Canon Macken, P.P., V.F.,

and

The Reverend W. G. Strahan, B.A.,

to be additional members of the said Committee.

Given at His Majesty's Castle of Dublin, this 21st day of September, 1918.

By Their Excellencies' Command.

JAMES MacMAHON.

No. 3734/19.

DUBLIN CASTLE,
1st March, 1919.

SIR,

I have to acknowledge the receipt of your letter of the 1st instant, forwarding, for submission to His Excellency the Lord Lieutenant, the Final Report of the Vice-Regal Commission of Enquiry into Primary Education in Ireland, 1918.

I am,

Sir,

Your obedient Servant,

J. J. TAYLOR.

The Secretary,
Primary Education Committee,
Leinster House,
Dublin.

VICE-REGAL COMMITTEE OF ENQUIRY INTO PRIMARY EDUCATION
(IRELAND), 1918.

REPORT.

TO HIS EXCELLENCY THE LORD LIEUTENANT-GENERAL AND
GENERAL GOVERNOR OF IRELAND.

MAY IT PLEASE YOUR EXCELLENCY,

1. We, the Committee appointed to enquire as to possible improvements in the position, conditions of service, promotion and remuneration of teachers in Irish National Schools, and in the distribution of grants from public funds for Primary Education in Ireland, with a view to recommending suitable scales of salaries and pensions for different classes of teachers, beg to submit to Your Excellency our Report on the subject of our Enquiry.

2. In carrying out the task committed to us by Your Excellency's Warrant of August 12th, 1918, we held thirty-two meetings, of which sixteen were sittings for the reception of evidence. The expert knowledge of different branches of education which was possessed by members of the Committee, the large amount of documentary information placed before us, and the representations which we have received, rendered it unnecessary to take much oral evidence. We had, however, extensive evidence from Mr. A. N. Bonaparte Wyse, M.A., Secretary to the Commissioners of National Education, and a member of the Committee; and also from Mr. T. J. O'Connell, General Secretary of the Irish National Teachers' Organisation, who was deputed to represent the views of the Organisation, which includes in its membership about 11,000 teachers in Primary Schools. We were likewise favoured with valuable information by Mr. G. W. Alexander, Assistant Secretary of the Scotch Education Department; Messrs. McNeill and O'Connor, Chief Inspectors of the Board of National Education; Mr. H. M. Pollock, President of the Chamber of Commerce, Belfast; Mr. James Duncan, Teachers' Pension Office, and other witnesses whose names appear in the Appendix.

The initial stages of the Enquiry were greatly helped by a statement explaining the present position as regards salaries of teachers in National Schools, and giving an historical sketch of the subject, which was laid before us by Mr. A. N. Bonaparte Wyse.

I.—INTRODUCTORY.

3. In the presence of the world-war, and also of the cessation of hostilities that happily took place in the midst of our deliberations, we venture to say that we regarded the subject matter of the Enquiry entrusted to us with a special degree of earnestness and responsibility. We were aware that, independently of the effect of this tremendous crisis in human affairs, the question of the position and remuneration of teachers in Irish Primary schools was important and urgent, but the relation which our recommendations on these matters would have to the general process of resettlement that must follow the social and economic upheaval that has taken place, added to our appreciation of the importance of the task before us. For undoubtedly a strong, if not vehement, desire for better and more thorough organisation in the arrangements of social life has arisen. On the one hand, the minds and consciences of men have been deeply touched by all that has occurred recently in public and international life, and have become more keenly sensitive to the need for great improvements in the standards of living and conditions of the people. On the other hand, society has grown profoundly apprehensive of the dangers that lurk behind many neglected ills in the body politic, and is determined, if only for its own protection, that every effort shall be made to mitigate them. Even the oldest and most civilised communities have been brought face to face with

the terrific eventualities that can be produced by sordid and evil circumstances menacing their very existence; and these experiences and lessons have led to a vivid recognition of the necessity for coping in a more zealous and courageous and candid fashion than heretofore with the grave social problems that confront civilisation.

4. At such an epoch-making time, this Committee, although it had not been formed expressly in view of such a conjunction of events, could not be blind to the movements and signs around them, the more so when it is our conviction that in no sphere of reform can more useful and permanent work be done than in that of the education of the people. For, however beneficent may be the material changes introduced into the plan and various arrangements of society education is a most important part in the spiritual foundation on which the character and stability of the social edifice will rest. If the foundation is not sound and adequate, all attempts at the amelioration of other features of the structure will be frustrated or marred. After physical well-being, there is, assuredly, no social question so vital as education, especially for the poor, whose sole chance of enlightenment it may be. Moreover, the power and significance of education become every day more evident and widespread. The safety, welfare and happiness of a people and the progress of a country are dependent on the training which is given in the school-room.

5. The Committee believe that there will be a great awakening of educational interests and ideals, and that a new estimate of the value of education is about to pervade society; and so, while bearing in mind the limitations of the terms of reference of the Enquiry, we have endeavoured to view our task in as broad and hopeful a spirit as possible, and to do what we could to ensure that Irish Primary Education shall enjoy its full share of the advantages of a time and occasion when a propitious era in educational history seems about to dawn.

6. We ought to say here that we decided that it was not our business to consider or take into account any temporary measures dealing with the financial position of teachers during the period of the war, and that our recommendations are to be related to the more normal and durable state of affairs which we hope is about to ensue.

7. Though the Committee understood that they had not been asked to enquire and report as to the Managerial System which obtains in the scheme of Irish Primary Education and that, therefore, no managers had been appointed on the Committee, they, nevertheless, having considered various representations made to them, decided at their opening meeting, on 11th September, 1918, that their general deliberations would be assisted by the presence of managers, and they accordingly requested the Government to add two managers to their number. In response, three managers were appointed, and the Committee met, as a fully constituted body, for the first time on October 1st, 1918.

8. The Committee commenced their proceedings by an examination of the terms of reference, and, owing to some words in them of a wide and general character, it was necessary to come to an understanding at once as to the scope of the task before them. We were far from desiring to confine unduly the extent of our labours, but, while it might be contended that almost any matter could be included in such expressions as "the position, conditions of service" of teachers, it was obvious that, in relation to their context and to other considerations, these expressions would have to be limited; and that, if the Enquiry was to be as exhaustive and also as confined as it should be, the terms of reference would have to be interpreted with care and circumspection. In the opinion, then, of the Committee, the final object of the Enquiry was to make one set of recommendations and one only, namely, proposals for suitable scales of salaries and pensions for different classes of teachers in Irish National Schools. They were, it is true, asked also to enquire and report as to possible improvements in the position, conditions of service, promotion and remuneration of teachers, and in the distribution of grants from public funds for Primary Education in Ireland, but they were asked to do so with a view to recommending salaries and pensions. Therefore, all the enquiries and discussions and reports of the Committee were to be directed to that one end. It would constitute the test of the value and usefulness of any suggestion. All that did not appertain to it would be irrelevant and should be avoided as far as possible. That was the conclusion consistently observed throughout the course of the Enquiry.

Furthermore, we agreed that it behoved us, for the purpose of the Enquiry, to make our recommendations correspond with whatever in the existing system of Primary Education it had been held that it was not our business to consider. Accordingly although, in addition to our definite recommendations as regards salaries and pensions, we have dealt with a large number of matters bearing directly or indirectly on pensions and salaries, there are many important and interesting aspects of the educational system, such as the mode of constituting the Board of National Education, the Managerial System, the method of training teachers, the advisability of amalgamating the authorities which control different branches of education in Ireland, etc., which, since they were not mentioned in the terms of reference or represented directly in the constitution of the Committee, were deemed to be outside the province of the Enquiry.

9. In this connection it is right to refer especially to the Managerial System because it was suggested that the exercise of the managerial authority was certainly a "condition of service." But the Committee knew that, when the terms of reference of this Enquiry and the personnel of the Committee were announced in the House of Commons, the Chief Secretary, in reply to a question as to why no managers had been placed on the Committee, had stated that "the interests of the managers were sufficiently represented by the Bishop of Raphoe and the Bishop of Tuam." The marked absence of a direct and full representation of managers showed clearly that it was not intended that their position was to be included in the work of the Committee. Furthermore, the Managerial System is so fundamental a part of the scheme of Primary Education in Ireland, that it is impossible to suppose that, had it been meant to refer its consideration to the Committee, it would not have been explicitly mentioned and its interests most fully represented in the personnel of the Committee. On the above occasion, the Chief Secretary went on, however, to say that if the Committee, when they met, decided that the interests of managers would be affected or that the presence of a manager on the Committee would assist the Committee in its deliberations, representatives of the managers could be added; and the Committee at their opening meeting did, as has been already stated, decide that it would be of assistance to them if two managers were appointed, but they were aware that the Managerial System was not to come under discussion and that for that reason no managers had been appointed on the Committee, and this addition was only asked for on the grounds of the great experience of managers in matters affecting the teachers and schools.

10. In order to report as to possible improvements in the position, conditions of service, promotion and remuneration of teachers, it was necessary to understand the existing state of affairs in these respects. This was not easy, as the question is large, and is complicated on account of many changes and additions throughout a long period of time, often made, too, not on purely educational grounds, but because of financial exigencies or for religious reasons. In the unfolding of the situation, the Committee are under great obligations to Mr. Wyse, who placed his unrivalled knowledge of the matter fully and frankly at the service of his colleagues on the Committee, and to the National Education Office, which supplied us with all possible information. The Committee had, too, the great advantage of the knowledge and experience, in regard to the work of National Schools, of many of its members. It took some time to make these enquiries and to consider their effect with a view to reporting as to possible improvements, and also with a view to recommending suitable scales of salaries and pensions for different classes of teachers, having regard to the character and length of training necessary, the special qualifications obtained, the nature of the duties which have to be performed, and other relevant considerations, and we now beg to lay before Your Excellency the result of our investigations.

II.—THE POSITION OF TEACHERS.

11. On account of the nature and environment of his work, a teacher in a Primary School occupies a position of great importance and influence in the life of a community. Its destinies will be much affected by the way in which he fulfils his duties to its children. Their character, manners, minds and morals, are to a large extent under his guidance and control during the most tender years of their

lives and the most pliable period of their growth. He is the custodian of the young brain of the country. In many respects he is the moulder of its future citizens. His is a position of great power and also of great public responsibility, for the rising generation are the children of the country as well as of their parents. It would be difficult to overestimate the effect on society, for better or for worse, which may follow from his teaching and example. Few public servants have so much individual responsibility placed on their shoulders, and at once. From the first day the youthful teacher enters his school, the welfare and happiness, as well as the instruction and training of his pupils, depend on his personal qualities, and any incapacity or fault on his part cannot, as in more corporate services, be balanced by the exertions of others. When he becomes a head teacher, even of a large school, his influence, though wider, will not be more real than it had been. Each school is a unity in itself; the work of each teacher a separate function. Nor do time and practice alleviate the labours of a teacher. There can be no neglect or slackening at any period of his career without irrevocable injury to a whole series of children. In some public services a man's work becomes a matter of repetition and routine as time goes on; and, indeed, by a false analogy a teacher's work is sometimes described as monotonous and dull, but it is not, and should not be so. For up to the end of his professional life a ceaseless succession of new pupils comes along, each as integral and precious in its day as any before or after it. In this way, there is no profession that demands a more continuous renewal of energy. A good teacher will treat each annual relay of children that enters his school as freshly and vigorously as the farmer does the soil which he tills season after season; and no good farmer or gardener considers his work monotonous or dull.

12. Moreover in Ireland, since there are few large centres of population, three fourths of the schools are rural ones, scattered over a country of sparse but general inhabitation; and a teacher, as a factor in social life, fills a very prominent and influential position in such surroundings. For the poorer the children the more uneducated the parents, the more backward the neighbourhood, the more is a teacher of leading and enlightenment required. These rural schools are, it is true, mostly small in size, but as the vast majority of the children of the country are taught in them, the Committee attach great importance to their efficiency. Even in the smaller schools the head teacher should have in a high degree the qualities that constitute a good teacher. It is therefore essential to attract good teachers to these schools, despite the social and professional isolation involved and the preference for urban appointments. Only about one-twelfth of the ordinary National Schools reach an average attendance of 100 or over. The existence of many small rural schools is an unavoidable cause of the costliness of Irish Primary Education.

13. While, for the reasons which have been briefly referred to, we hold that the position of a teacher of the children of a country is one of great importance and that the efficacy of his work is a matter of the deepest public concern, we fear that these opinions are not shared as widely as is desirable. Such study as we have made of the system and working of Primary Education in Ireland, whether viewed from outside, in its public relations and aspects, or examined in its internal conditions of service, discloses in some respects an unsatisfactory state of affairs. We propose, then, to point out what seem to us to be defects, and to suggest remedies. But we wish to add that although, with the object of reporting as to improvements in the system of Primary Education within the terms of reference of the Enquiry, it was our duty to devote most of our time to the useful, if less agreeable, task of considering its shortcomings, we would not wish it to be inferred that we do not also see its merits. We believe that there are many features in our system that compare favourably with corresponding arrangements in other countries, and that, in spite of drawbacks and difficulties, splendid work is being done in our National Schools.

III.—CONDITIONS OF SERVICE.

14. In the first place we consider that there is a regrettable indifference and apathy on the part of the public towards educational matters—towards the National Schools, their work, significance and welfare. Reports and information regarding them receive little notice in Parliament, or public life. The question does not arouse popular sentiment, much less enthusiasm. Good work often fails to receive in

public estimation the recognition which it deserves, nor is bad work as strongly resented as it would be if society took a keener and healthier interest in the question. The educational mind and conscience of the country need developing. Even to parents, the school life of their children is too often a matter of very casual concern, and teachers might do something to remedy this by inviting parents to visit the schools from time to time or on special occasions, and by thus engaging their interest create more union between the home and school life. Doubtless the unsettled social and political state of the country has had much to say to the situation. The energies of the Irish people have been so constantly engrossed by large constitutional and agrarian issues that education, like other important matters, has been often pushed aside or ignored.

15. This lack of interest in the schools is shown in a more definite fashion by the bad or irregular attendance at them, manifesting a great want of appreciation of the benefits of education on the part of many parents. In many cases the average attendance is not more than 60 per cent. of those on the rolls of the school. We hear of children leaving school at ten years of age, or even younger, forsooth sufficiently educated members of the community; and there are, we fear, many children who never go to school. The number of adults in the country who are illiterate, or who barely escape this designation, is very regrettable. It constitutes a public danger and is a reproach to a land that has been famous for its love of learning. The loss of education is not only an individual hardship, but it affects the welfare and advancement of society as a whole, and wherever the democratic principle prevails there is a strong determination that all the units of society are to be educated, and well educated, not alone out of sympathy with each child, but in order that the commonwealth may be saved from the evil consequences of ignorance and illiteracy. Bad and irregular attendance is also very unfair to the teacher. It upsets and retards his classes, and is a cause of additional labour and of serious annoyance to him. Nothing interferes more with the smooth working and efficiency of a school; and a teacher's salary, which must have some relation to attendance, is affected. The expense of education per head is also increased.

16. In the past there were many reasons for bad attendance which no longer exist. Recent legislation—the Land Acts, the Labourers Acts, Old Age Pensions and improved wages ought to make it much easier for the whole agricultural community to send their children to school regularly. A drastic effort should, therefore, in the opinion of the Committee be made to improve attendance. We do not fail to acknowledge with admiration how many of the poorest parents show great earnestness and self-sacrifice in seeing that their children go to school regularly and in good time, clean, and respectably clad; but even so, and after making allowance for the poverty of the people and the inclemency of the weather, and the urgent need of help in many rural operations, the Committee think that the attendance in the schools is much worse than it should be. And here the Committee would like to suggest that in rural districts school terms and holidays might be fixed so as to suit as far as possible the needs of seasonal work. Attendance regulations could then be more easily observed, and at the same time country children could, without interfering with their school work, take an active part in the life around them and learn to assist in harvestry, hay-making and other agricultural pursuits. Light and pleasant labour would be good for their health and happiness and would develop their instinctive interest in manual work. We have no wish to discourage in the country child a taste for rural life and operations. We seek only to combat neglect on the part of parents or truancy on the part of children.

17. We hope that if our recommendations are adopted children will be more attracted to attend school. If, however, parents do not realise the moral obligation that rests upon them to see to the education of their children, the State must make the obligation a legal one. But the School Attendance Act of 1892, which was passed for this purpose and which the Local Councils may or may not put into operation, is either not utilised or has proved most ineffective, and little or no value is derived from the public money spent in administering it.

18. Attendance may, furthermore, be affected by the condition and equipment of a school, and, if compulsory attendance is made more stringent, it will be all the more necessary to ensure that there are suitable schools to receive the children. They should not be forced into schools which are ill-kept, badly heated, insanitary, uncomfortable or over-crowded. If the general equipment of schools were better,

parents would be more anxious that their children should attend them, and the children themselves would be less inclined to stay away. But, as it is, the equipment often consists of the barest necessities, and exercises a depressing effect on the quantity and quality of the work in a school. The Committee know that managers have shown great zeal in finding the funds for providing and maintaining schools, and that voluntary financial aid in support of Irish National Schools has been considerable; but although the condition of some schools is excellent it is a continuous difficulty with managers to raise the money required to carry out repairs, to improve the equipment and to meet the expenses of heating and cleaning; and this causes delay and often a meagre, inadequate outlay, and sometimes the cleaning and small repairs are carried out by the teacher at his own expense. Of course the question of the cleaning of the school buildings and premises should be distinguished from tidiness in the arrangements of a school, for which the teacher ought to be held responsible. Much, then, as we appreciate what has been done in the past by voluntary aid, we are satisfied that a change is now necessary in order to ensure that the repairing, equipment and comfort of schools will be seen to with more punctuality and completeness. Schools should be examples of comfort, order and brightness in their equipment and organisation, and in these respects also, by reacting on home life, have a far-reaching educational influence.

19. Then children are often absent owing to ill-health, perhaps originating from insanitary conditions in the schools, and we consider that the hygiene of schools and the physical well-being of the children ought to receive more attention. Such a medical and dental service should be set up as would secure adequate inspection and treatment (mainly preventive in its aim) of all children attending national schools, and the provision of meals, in the case of children of necessitous parents, should be continued. There was also evidence that non-attendance is due in some districts to the parents being so poor that they cannot afford to purchase the books required for the use of their children, and that when they do attend this expense is in too many instances borne by the teacher, to whom the dire needs of the case appeal; and we believe, too, that in all schools a better type of books could with great advantage be used if there were the means of supplying them.

20. It is hardly necessary to add that all these defects in the life and amenities of a school—want of public interest, bad attendance, inadequate arrangements as to maintenance, heating and cleaning, insufficient attention to matters of sanitation and health, inferior equipment as regards apparatus, books and other school requisites—have an injurious effect on the work done in such circumstances and also on the character and social position of the teacher, to say nothing of his personal comfort and feelings; teachers aver, too, that in spite of the Commissioners' emphatic instructions to the contrary, Inspectors' reports on their efficiency are sometimes prejudiced by the bad condition of school buildings.

21. To meet this unsatisfactory state of affairs we are of opinion that local Committees, similar in their formation to the existing School Attendance Committees, if not identical with them, should be established in each County and County Borough and given power to deal with these matters and to administer a rate struck for these purposes. Such a body with its knowledge of the social and economic conditions and possibilities of its neighbourhood would be eminently fitted to undertake these duties and obligations. It would bring into activity local capabilities and forces, responsive to local needs. It would mean in each district organised co-operation among those interested in the success of the schools, and they would have the financial resources for the supply of all that was required to keep their schools abreast with the rising standards of equipment.

22. This local aid and participation in the care of schools would lead, we hope, to a great interest, if not rivalry, as regards their condition; and it would be an added merit if this local expense in connection with each school created a feeling in favour of amalgamation of schools, since this could, we believe, be effected in many places with advantage to education and economy; nor would these bodies favour taking on the maintenance of schools unless they were really necessary. In pursuance of this aim and policy—to remedy in our schools the defects which we have enumerated and at the same time to arouse and foster in the public mind throughout Ireland a keener appreciation of the importance of the question of National Education—we consider that, if the State contributes as heretofore towards the

providing of schoolhouses and gives full effect to our finding as regards the salaries and pensions of teachers, we are justified in proposing that a local rate should be struck to meet the expenses of the maintenance and equipment of schools and to help in other ways.

23. If our suggestions in reference to the equipment and upkeep of schools are carried out, managers will no longer be harassed by having continually to raise funds for these purposes, teachers will not have to incur expenses in this way, and schools will be properly maintained and furnished. We heard, however, some startling evidence about the serious want of schools and of accommodation in the existing schools in some parts of Belfast, owing to the rapid increase in the population, with the consequence that children were actually excluded from schools on account of overcrowding. This is a deplorable state of affairs, and it must be remedied somehow, and in such circumstances our recommendations about compulsory attendance cannot apply. The situation received our most anxious attention, and we earnestly hope that the assistance which we propose to give managers by relieving them of the burden of the upkeep and equipment of schools, will prove satisfactory, and that the community will then, with more success, avail themselves of the great facility which exists for the provision of schools. Of course this facility, namely a grant from the State of two-thirds of the cost of school buildings, was suspended owing to the war, nor is it to be forgotten that for a period before the war building grants were stopped by the Treasury in spite of the strong protests of the Board of National Education. These contingencies have greatly aggravated the position; but we assume that no such obstacles will continue, and we submit that immediate attention should be given to the pressing need for Building Grants.

24. When we turn from the consideration of the teacher's position in its public relations and aspects, to examine the conditions of service that directly affect him in his professional capacity, we find that the general rates of remuneration are altogether insufficient, and that a number of barriers can, in a vexatious manner, hinder his advancement. The lowness of the salary causes a large number of teachers to live in a state of pecuniary anxiety, and it is derogatory to the profession and to the social status of the teacher. Furthermore, it makes many teachers give up their spare time to earning money in other ways than teaching, instead of devoting it mainly to the work and study of their profession.

25. In addition to the insufficiency of the salaries, there are other conditions of service to which much objection is taken, and we examined these with care. Most of these objections centred round the question of grades as devised in 1900 and the effect of average attendances on promotion, and it is clear that the radical change in the system of National Education which was made in that year and which was so beneficial in other important respects, gave rise to genuine causes of complaint in the profession. So large a reform in the method of payment of thousands of teachers of different classes and with varying rights could not be carried out without immense labour and many difficulties. These were increased, and in some cases rendered insurmountable by the fact that no immediate addition to the grant for Primary Education was provided.

26. The system of grading, while no doubt removing certain of the ill-effects of the results system, was chiefly defective, inasmuch as it confined the greater number of the teachers, i.e., all assistants and the principals of the schools under 70 average, to the lower grades of the profession. Out of 7,782 principal teachers there are 6,372 who, however efficient they may be, cannot rise to the highest grade. Moreover, until the introduction of the Duke Scheme and the abolition of the standard numbers, nearly half of the principals eligible by average attendance were unable to enter the first section of first grade. The lowness of grade not only affects the financial position of the teacher, but it prejudices his status in the service, possibly to his detriment when seeking a better appointment. It does not seem right that the teacher in a school of 50 pupils, however long in the service and competent in his work, should never be able to describe himself as belonging to the highest grade of his profession. It is clear that too serious a penalty is ascribed in this respect to average attendance. This defect is further accentuated by the fact that a difference of one unit in the average may make a very large difference in the salaries of two teachers of similar efficiency and length of service perhaps in closely adjoining schools. It is urged, and with reason, that so long as the grants

available for salaries were kept at a low figure, the existence of grades depending on average attendance was necessary in order to keep the payments within the limits of the funds supplied by the State, but we believe that if satisfactory conditions of service are to be secured it is absolutely necessary that the grants should be augmented and the system altered so that the efficient teacher may be able to look forward to the enjoyment of a reasonable scale of payment without barriers arising from average attendance being allowed to intervene before anything like a living wage has been reached. Under our recommendations any efficient teacher (in a school over 20) will be able to reach early in life a suitable salary by means of increments, which will in no way depend on averages; and it will be open to every teacher to rise to the topmost position in his profession though the amount of financial award will vary according to the size of the school.

27. It also appeared to us that, while the salaries paid to principals of large schools are not in the least excessive, the remuneration of the principals of small schools is much too small in proportion to them. In a school of 40, the maximum salary of the principal teacher is £144, whereas the principal teacher in a large school can receive £283; and, as we have already said, we think that it is essential to have and to retain good teachers in the small schools which answer the needs of our scattered population. Again, while it is important that the principal of a school should be more efficient than the assistant, and while it is right that his emoluments should be considerably larger, we do not approve of an arrangement by which the maximum salary which an assistant in a large school can in most cases receive is less than half the salary of the principal. Since these schools are generally situated in towns, the hardship is the greater. Also, many assistants do not get an opportunity of promotion to principalships, and therefore, however excellent they may be, may only receive the salary of second grade, which does not sufficiently reward them for their services and which is low as a maximum. The position of assistants received our particular attention, and we recommend that they should be able to proceed to the same maximum salary as principals of schools with an average attendance of up to 50, the capitation allowance and a free residence, or grant in lieu thereof, constituting additional remuneration for the principal. We also give assistants another opportunity for promotion by recommending that in large schools there should be vice-principals, whose emoluments will be higher than an assistant's. As regards the average necessary for the appointment of assistants, we make recommendations which will reduce greatly the likelihood of their losing their positions, and if that does occur, we suggest arrangements in order to secure their speedy re-appointment elsewhere. We also considered very fully the position of lay-assistants in Convent schools paid by capitation grant. It is very unsatisfactory at present, and we make recommendations which we hope will remove all injustice, and at the same time not injure these schools which have such remarkably good records for efficiency.

28. It was strongly urged that the mode of dealing with teachers' appeals from an inspector's report gave dissatisfaction; that special qualifications received insufficient recognition; that teachers of proved efficiency and long service were not sufficiently encouraged as regards promotion to larger schools; that the fees for the instruction of monitors and for the teaching of extra subjects were inadequate; that the necessity for a teacher to pay his substitute in case of absence owing to illness was felt to be a severe drain on his resources; and that contributions by teachers towards pensions made a serious inroad on their salaries.

29. The existence of these defects firstly and principally in the remuneration, and secondly in the position, conditions of service, and promotion of teachers in Irish National Schools largely explains why they are discontented, and why there is a dearth of suitable recruits for the profession. The number of men candidates for admission to the Training Colleges is very small, and only a few of these are capable of passing a good entrance examination, so that inferior candidates have to be admitted. There is a large supply of women candidates, but we have some reason to believe that many of them are not up to the standard that is desirable; and with the prospects that now exist the standard is unlikely to improve when, as will probably be the case in future, the opportunities of employment for women will be greatly enlarged. Indeed, but for the limited number of openings which exist in an agricultural country for educated young men and women, the supply would be much worse, and we fear that the present rates of remuneration positively

drive away many a suitable and willing recruit. These conditions of service cause also serious discontent and unrest among those who are in the service; and it is of course lamentable that the work of so important a body as the National School teachers should be carried on in an atmosphere very injurious to the educational interests and the social welfare of the country. Moreover, as long as there is this anxiety among teachers about their position and means of livelihood, little study will be given by them to the many academic questions affecting the practice and theory of their profession, to which teachers might, with so much advantage, turn their minds.

30. As a result of our enquiries and discussions in regard to all these matters, we are convinced that a serious effort must be made to remedy defects by which teachers are unfairly treated, the efficiency of our schools greatly handicapped and impaired, and public money expended without obtaining the best results.

IV.—PROMOTION AND REMUNERATION OF TEACHERS.

31. *Simplification of Remuneration.*—Our first feeling was that the scheme of remuneration for teachers in Irish Primary schools should be simplified as far as possible—made more uniform, clearer and easier to estimate. We saw that, owing to financial exigencies and on account of historical reasons, a number of complications and anomalies that seem well-nigh arbitrary and fanciful, had grown up in the system. The scale of salaries which we recommend is therefore simple and widely applicable. It is, as heretofore, a national scale; and in this important respect we, in Ireland, with our centralised system, have an advantage over England and Scotland where, owing to the number of Educational Authorities, there is a bewildering variety of scales, which cause much jealousy and dissatisfaction.

32. *Initial Salary.*—In our opinion a teacher's responsible position and the character and length of training necessary in order to qualify for his profession, should be recognised by adequate remuneration. This inducement is necessary if we are to attract to the profession a sufficient supply of clever young men and women of high qualifications and good character. Our scale, then, commences with an initial salary for all trained teachers in all schools (except very small ones) of £100 for men and £90 for women. We consider, too, that special qualifications should be recognised financially, and, since so many teachers are precluded from seeking academic distinctions which involve attendance at a University, we recommend that a Higher Certificate be obtainable on passing an examination held by a University, and that its possession be rewarded. Thus, every teacher, no matter where he is living, will have an opportunity of gaining one or other of these special qualifications, and we hope that improved remuneration and conditions of service will attract sufficient recruits to enable every teacher to be thus qualified. We have made a man's salary somewhat higher than a woman's, because his expenses are greater; and in fixing all remunerations we have taken into account the degree of security of income and tenure which a teacher enjoys. We have assumed that he has reasonable if not virtual assurance as to the retention of his position, unless there is serious culpability in conduct or in professional efficiency, and this security is a very valuable condition of service.

Although it was assumed that the method of training teachers did not come within the terms of reference, the advantages of University training were from time to time brought before us in evidence. Moreover, we have recommended certain rewards for teachers who possess University distinctions. Accordingly we suggest, for the favourable consideration of the Authorities concerned in framing schemes for the training of teachers in Primary Schools, the question of the advisability of associating the training courses with the Universities so as to give opportunities to young teachers of acquiring a broad and liberal culture. The facilities for obtaining degrees in Arts and Science and diplomas in education in the Universities would powerfully contribute to raise the tone and status of the profession.

33. *Probation.*—The more important we deem a teacher's calling, and the better he is paid, and the more secure is his tenure, the more need and justification is there for testing his suitability for the profession. We must ensure that we are attracting a better class of candidates; and the State, which pays the teacher but leaves his actual appointment to another, may well be permitted, before taking him into its service, to look for proof of his competency. It may be said that teaching is

a liberal calling, limited to those who have reached a certain standard of education, and that the training which an entrant has received should suffice. But however well trained and educated he may be, it is not possible, without actual observation of his work in a school, to judge if he has the necessary qualities. He has to give practical evidence of his training. His capacity to handle a class, when alone, is as yet untried. There are personal qualities that cannot be ascertained in the Training College with its more or less artificial professorial tests; and when a candidate is removed from its guidance and discipline he may not fulfil the promise expected from his College record. Personality, temperament, character, are not less important than pedagogic attainments for a profession that requires much natural aptitude. Besides abilities and learning there must also be the power of imparting knowledge, arousing interest and inspiring the pupil. This probationary period is, moreover, very valuable, not merely for the purpose of detecting unsuitable candidates, but as a time for special help and encouragement and direction for young teachers at an early stage in their careers when they are learning their business and when it is essential that they should realise the nature and responsibilities of their calling and exert themselves to prove worthy of it. And, as to the question of incompetency, we urge that it is in the interests of education, and in the interests of such as do not suit the profession that they should be rejected when young and without ties.

34. *Increments and Efficiency.*—The initial salary is important, but the prospects of further remuneration are still more so. For that reason, we recommend the payment of a number of annual increments, covering a period which corresponds with the growing needs and expenses of a teacher, and the last of which can be earned fairly soon in his career; and all teachers in all schools (except in very small schools) are to be able to rise to the top of this normal scale of increments, which, in its entirety, we regard as constituting the ordinary salary of the profession. But these increments also represent a reward for continued good service and can therefore be withheld if the service given is not efficient. In such a case the teacher's right of appeal is to be preserved, and measures are suggested by us for the more expeditious treatment of all appeals. We felt that we must beware of making things too easy and sheltered during these critical years—else habits of slackness and indifference might easily grow. In National Schools on account of the isolated professional position of many teachers, their dependence on their own initiative in order to keep up to the mark, the protection from the ordinary conditions of competition and the security of tenure which they enjoy, there is not infrequently a tendency towards vegetation; and, however fair or generous any scheme of reform is intended to be, it must be administered so as to secure efficiency. Moreover, if teachers' salaries and pensions are to be paid entirely by the State, as in the case of Civil Servants, the State is entitled to see that its money is being expended to advantage. The State gives the teacher a monopoly and thereby becomes a trustee to the public for the efficiency of the service. It must be remembered, too, that it would be a great mistake to suppose that the State in providing and sanctioning increased salaries and wages is moved only by regard for the recipient and not still more by its ardent desire to have better work done in important spheres of national life. Public money must not be wasted. If the salary and status of workers are materially improved, much will be expected from them. If work is to be better paid for, it is itself to be better.

35. *Promotion.*—Any efficient teacher can look forward to reaching the top of the normal scale of increments and thus securing early in life a fair salary. We are most anxious that this should be so; but we hold very strongly that it would have a very injurious influence on the efficiency and personnel of the service if there were no inducements offered to teachers to aim higher.

36. It was stated that from a sense of duty and without any special material reward, teachers could be relied upon to do their best; and we, for our part, do not doubt that a high sense of duty exists in the teaching profession, and that, inspired solely by this motive, teachers will, as a rule, do good work and maintain and improve their efficiency. We should be sorry to suggest that material reward is the only incentive that actuates a man in the performance of his task. The call of duty and Christian ideals, the desire of esteem, the ambition to excel, the joy of service, that interest and rest, which attract a worker to his own particular employment in a workaday world, all count for much; but even among these impulses the

prospect of material benefit is still one of the most effective. It is vain to assume that, because men ought to do their duty, this moral maxim can be exclusively relied on in the case of any large body of human beings.

37. Over and above even an efficient discharge of duty, there are many degrees of zeal and diligence and enterprise and thoroughness which should be recognised and encouraged. Unless a teacher has an exceptionally high sense of duty, or a very strong natural bent for his profession, he may, without actual culpability, exert himself most inadequately, much less give of his best. Even though we may have attracted to the profession superior candidates, there will be among them those who will do no more than is positively required, unless there is a direct and substantial reward; and thus their full capabilities and value may be lost. In all professions and walks of life, such an incentive to the energies and ambitions of men and women adds considerably to their efficiency, and it is in no way derogatory to the exercise of the moral sense. Rather is it an assistance, strengthening and creating this motive in those less gifted in that respect.

38. It was, however, argued that, although the principle of recognising specially good service was sound, and although a few exceptionally brilliant teachers might be thus honoured, the practice should not be generally adopted, because it was impossible to apply it with fairness. But these teachers would probably be as difficult to determine on as their less favoured brethren, and in these circumstances we do not see why we should exclude from all chance of such promotion many others who, whether through ability, energy, or a livelier sense of duty, may have shown superior merit. Because we cannot in human affairs attain to the ideal, is hardly a reason for making no effort to move towards it. The difficulty of distributing absolute justice in the awarding of these distinctions must not deter us from endeavouring to do so; and of course every effort should be made to arrive at just decisions. In other professions there are these gradations of merit and success, and similar difficulties in regard to their bestowal, and in many instances chance plays a large part. In the case of the teaching profession, we do not think that its honour or dignity is impaired because opportunities for professional advancement are afforded, while we are quite satisfied that the efficiency of the service is promoted. The ambition to reach eminence in a profession is praiseworthy and desirable, the distinctions gained raise the whole standard of the profession, and it would, in our opinion, be regrettable if this encouragement and recognition of higher efficiency were to meet with anything like professional jealousy.

39. But it is said that the best way to recognise merit in a teacher is to appoint him to a larger school and that this should take place more frequently than it does. We agree and by the limitations which we recommend as regards eligibility for appointments to large schools, we do much to attain this object. We ensure that only teachers of proved efficiency and of a certain length of service will get the larger schools. Yet as much promotion of this sort is not practicable in our schools, it is necessary, in order to induce good candidates to enter and remain in the service, to have for teachers who prove very satisfactory a scale of higher increments obtainable in any school (except very small ones), though varying in amount according to the size of the school. In these two ways, as well as by the financial recognition of special qualifications and by the granting of special increments in the normal scale, we have endeavoured to encourage a degree of efficiency which will, we believe, commend itself to all interested in educational progress. Furthermore, information as regards these various qualifications and distinctions will be very useful to managers when selecting teachers.

40. *Different Classes of Teachers.*—We have taken into account in our recommendations the different classes of teachers; and by means of higher increments, capitulation and a free residence (or a grant in lieu thereof) we differentiate between the remuneration of principals and assistants. The larger the school and the more important, consequently, the position and responsibility of the principal, the greater will be his remuneration. We think that payment by capitulation is an easy, suitable, and valuable method of marking these distinctions. Although a teacher is not responsible for the attendance at his school, he has undoubtedly some influence in that direction. The good school is nearly always well attended, and it is quite appropriate that the principal teacher in it should benefit accordingly. In the

larger schools we suggest the appointment of vice-principals with a remuneration above that of assistants, and we recommend an increase in the staffing of schools. We also make recommendations as regards Convent schools and the payment of lay-assistants and supernumerary lay-teachers in such schools, junior assistant mistresses, workhouse teachers, teachers in very small schools, in bilingual schools, in evening schools, and to teachers for extra subjects, and for the instruction and training of monitors and pupil-teachers. The monitorial system seems deserving of encouragement, as it would appear that candidates who have passed through it make the best National School teachers, and we recommend that monitors and pupil-teachers should be able to win scholarships on going into training. After full consideration we came to the conclusion that no difference in salary should be made between rural and urban schools, or between schools for boys and girls and those for one sex only.

V.—RECOMMENDATIONS.

41. Our recommendations as regards suitable scales of salaries and pensions for different classes of teachers are as follows:—

The remuneration of trained teachers should consist of (a) a normal scale of salary with annual increments payable to all teachers (principals and assistants) employed in schools maintaining, in the case of men, an average attendance of 30 pupils, and in the case of women, an average attendance of not less than 20 pupils; (b) a scale of higher increments for teachers of very satisfactory service varying to a certain extent with the size of the school, and (c) a capitation payment based on the average attendance of pupils payable to principal teachers.

Normal Scale.—The normal scale for trained men teachers should commence at £100 and rise by eight annual increments of £5 and then by eight further annual increments of £7 10s. to a maximum salary of £200 per annum.

The normal scale for trained women teachers should commence at £90 and rise by eight annual increments of £4 and then by eight further annual increments of £6 to a maximum salary of £170 per annum.

The ordinary increments of the scale should be granted annually provided no adverse report was received from the inspector.

Men teachers of schools with an average annual attendance of 20 to 29 pupils should receive the scale of salaries assigned to women teachers.

Probation.—All teachers on first appointment should be on probation for a period of not less than two years. At the end of the probationary period the Diploma should be awarded to them provided they have been favourably reported on by the inspector for any two consecutive years. During the probationary period teachers should remain at the commencing salary, but when the Diploma is granted they should receive two annual increments of the scale, i.e., an increase of £10 if a man, or £8 if a woman.

Teachers appointed to the position of principal during the first year of service must cease to be principals should they fail to obtain the Training Diploma within three years of their appointment. No teacher should be retained in the service if he fail to obtain the Diploma within five years.

42. *Special Increments.*—Teachers while passing through the normal scale should be eligible to receive in addition to the ordinary increments of the normal scale special increments at intervals of not less than three years. These increments should not exceed £10 for men, and £8 for women, and should be granted on account of very satisfactory service. The special increments should be granted after three very favourable annual reports, which need not be consecutive, but which should be received within a period of not more than five years. The number and amount of these increments should not in any case raise the teacher's salary above the maximum of the normal scale.

43. *Higher Increments.*—Teachers at the maximum salary of the normal scale, who give very satisfactory service, should be eligible for a further scale of annual increments at the following rates:—

For all assistant teachers and for principal teachers in schools with an annual average attendance of 30 to 49 pupils—Men: five annual increments of £9 each, making the maximum salary £245. Women: five annual increments of £6 each, making the maximum salary £200.

For principals of schools with annual average attendance 50-119—Men : five annual increments of £12, making the maximum salary £260. Women : five annual increments of £8, making the maximum £210.

For principals of schools with annual average attendance 120-239—Men : five annual increments of £15, making the maximum £275. Women : five annual increments of £10, making the maximum £220.

For principals of schools with an annual average attendance of 240 and over—Men : five annual increments of £18, making the maximum £290. Women : five annual increments of £12, making the maximum £230.

For principals of schools (both men and women) with an annual average attendance of 20 to 29 pupils—five annual increments of £4 each, making the maximum salary £190.

Before the first of these higher increments is awarded to any teacher, there should be a special review of the teacher's career for the previous five years. If the service rendered in three of these years be found to be very satisfactory, the teacher should receive the higher increments. Further higher increments should be granted until the maximum is reached, provided the service continues to be of the same character. A higher increment once granted should not be withdrawn unless the reports are clearly unfavourable.

44. Capitation Payments.—In addition to scale salary, the principal teachers of schools with an average annual attendance of 30 pupils or above should receive an annual capitation grant of 10s. for each pupil in average attendance up to a limit of 120 pupils. Capitation at the rate of 5s. per pupil should be paid to the principal teacher for each unit of average attendance in excess of 120. If a vice-principal is recognised in the school he also should receive a capitation payment of 5s. per pupil for each unit between 120 and 280. Maximum amount of capitation payable to a vice-principal is £40.

A sum on account of capitation should be paid quarterly, and the balance due adjusted in connection with the payment made in respect of the last quarter of the year.

In case the average attendance in any year is seriously reduced owing to the prevalence of epidemic sickness or other exceptional cause, the payment of the capitation grant should be based on the actual average attendance of the preceding year.

In case of amalgamation of separate boys' and girls' schools, the principal teacher of the combined school should receive capitation calculated on the average attendance of boys, and the privileged assistant should receive capitation calculated on the average attendance of girls.

In case of amalgamation of schools where the combined school qualifies for capitation, it is to be divided equally between the principal and privileged assistant. This rule is only to apply to amalgamated schools where no capitation was paid previously in the separate schools. If either teacher has previously received capitation, the amount of capitation received in the amalgamated school is to be allotted proportionately to the average attendance at the separate schools for the year previous to amalgamation.

Privileged assistants should receive in addition to their existing privileges all the rights of ordinary assistant teachers. Existing privileged assistants who under the present rules are entitled to receive a certain number of units of capitation grant should continue to receive a like number of units of the new grant.

45. Teachers of Small Schools.—Trained teachers of schools under 20 average should always be women and should receive remuneration at the normal commencing rate for women teachers, £90 per annum, and should be eligible to rise by ten annual increments of £4 to a maximum salary of £130 per annum.

If the average attendance for any year be less than 10 pupils, the teacher should receive a uniform capitation grant of £8 per pupil in average attendance.

No new school should be recognised unless an average attendance of at least ten pupils is likely to be maintained. Teachers of mixed schools of 35 pupils or under should, as a general rule, be women.

46. Untrained Teachers.—No untrained master should in future be admitted to the service.

Untrained women, otherwise qualified, should not be appointed to any school

without the special sanction of the Board and only when it is clear that a trained teacher is not available. No untrained teacher should be recognised as a principal unless in exceptional cases of very small schools.

Untrained assistants should receive a commencing salary of £60, rising by three annual increments of £4 to a maximum of £72.

In exceptional cases where untrained mistresses are recognised as principals they should receive a fixed salary of £90 per annum (without increments).

All untrained women teachers appointed in future should leave the service on marriage, or on attaining the age of 30 years. They should be eligible for a retiring gratuity on leaving the service provided they have served for not less than six years. The gratuity should amount to one month's salary for each year of service.

47. Junior Assistant Mistresses.—These teachers should in future receive the same rates of salary and be subject to the same conditions of retirement as untrained teachers.

Existing junior assistant mistresses should have the option of coming under the new rules or of remaining under the present rules at the existing rates of salary.

48. Teachers with Special Qualifications.—Teachers with special qualifications should be awarded annual bonuses to be paid over and above the amounts of ordinary scale salary, as follows:—

(a) Teachers who have successfully completed the present third year's course of training in one of the recognised colleges, or alternately, who have obtained the Diploma by one year's residence and attendance at lectures during three Sessions at a University, are to receive £5 per annum, and if such teachers obtain the Higher Diploma of a University they are to receive an additional £5 per annum.

(b) Teachers who have obtained a Degree at a University are to receive £10 per annum.

(c) Teachers of infants' schools holding the Higher Froebel Certificate are to receive £5 per annum.

Teachers shall be eligible for these bonuses on receiving the Training Diploma, and when once granted they should not be withdrawn unless the reports are clearly unfavourable.

49. Withholding of Increments and Right of Appeal.—At each annual inspection of a school the inspector should report whether the work of the teacher since the last inspection has been such as to warrant the award of an increment on the normal scale or not. If he finds himself obliged to give an adverse report the specific grounds on which he finds fault with the teacher should be stated in the report. Before making an unfavourable report an inspector of junior rank should communicate with his senior inspector, and the latter should visit the school immediately and make a full inspection. If the verdicts of the two inspectors agree, the teacher should be informed of the result, and he should have the right of appeal. Every care should be taken to communicate unfavourable reports to teachers with as little delay as possible so that a re-inspection, if applied for, may take place immediately. Adverse reports should always be very full and comprehensive.

In cases of appeal, the Divisional Inspector should confine himself to giving judgment on the grounds on which the original adverse report was made. If other important circumstances connected with the school or the teacher are discovered he should comment on them separately.

If an increment be withheld from a teacher in any year owing to an adverse report, the teacher should, if he secures favourable reports in the following year, receive such an increase of salary as would place him at the point in the salary scale at which he would have stood had the increment not been withheld.

Teachers on probation should be informed of the character of the reports on their service at the end of each year of probation, and should have the right of appeal against an adverse report at the end of the second or any subsequent year of probation.

Allowance should, in all cases, be made by inspectors for adverse circumstances, such as irregularity of attendance or other causes beyond the teacher's control, when making recommendations respecting the award of increments.

After each annual inspection the teacher should be informed by the Commissioners of the character of his service, and should in all cases have the right of appeal.

50. *Staffing of Schools.*—The staffing of large schools should be improved. The following scale is recommended:—

Average attendance.	Number of Assistants.
50	One (as at present)
80	Two
120	Three,

and one additional assistant for each additional 40 pupils.

A junior assistant mistress should be recognised in a school with an average attendance of less than 50 but exceeding 35 pupils.

In a school with an average attendance of not less than 160 pupils a vice-principal, who shall also act as chief assistant, should be appointed, and should receive (as stated above in section 44) a special supplement to his salary in the form of a capitation payment. In schools of not less than 320 average a second vice-principal might be appointed. In selecting a vice-principal the manager should consult the principal of the school before coming to a final decision, but his selection need not be limited to the existing staff of the school.

To warrant the recognition of an assistant teacher in any school for the first time, the school should have maintained the prescribed average attendance for a year prior to the date of appointment, or have exceeded this number by a certain number of units for two consecutive quarters. When an average of 50 is required, the attendance should have been 55 for two consecutive quarters, or 50 for a whole year; in the case of an average of 80 the quarterly figures should have been 88 for two quarters, and in the case of an average of 120, the attendance should have reached 130 for two quarters: in the case of each further assistant the quarterly average should be ten units above the required number for two consecutive quarters. In cases of succession to an outgoing assistant the existing rule (No. 83 (c) of the Commissioners' Code) should continue in force. The existing privileges (known as the "swing of ten" or—in reference to junior assistant mistresses—"swing of five") should be retained whenever the position of the assistant is made insecure by the diminution of the average attendance.

A register of unemployed teachers should be kept at the Education Office on which should be entered the names of such teachers as were out of employment or threatened with withdrawal of salary owing to a decline in the average attendance. The names of teachers on the register could be supplied to managers seeking to fill vacancies on the staffs of their schools. The register could also be utilised to furnish managers with the names of teachers willing to act as substitutes for teachers temporarily absent from their schools.

When the employment of a substitute appears to the manager to be necessary in order to replace an absent teacher, the manager should have power to employ a substitute and the Commissioners should pay two-thirds of his salary, provided that the employment of the substitute was, in their opinion, necessary. The absent teacher is to receive salary in accordance with the regulations in the Commissioners' Code. Substitutes might be employed where the absence has reached at least one week's duration.

51. *Appointment of Principal Teachers.*—In order that the appointment of principals to the larger schools should be reserved for those teachers who have given certain periods of efficient service, it is desirable that certain limitations should be imposed in regard to the qualifications of candidates for such appointments.

The following rules for the selection of principals should be adopted:—

All trained teachers should be eligible for appointment in schools with an average of less than 50 pupils, where a trained assistant teacher is not employed.

In schools with an average of from 50 to 79 pupils, the principalships should be confined to teachers who have given at least *five* years' service either as assistant or as principal.

In schools with an average of from 80 to 119 pupils, the principalship should be confined to teachers who have given at least *seven* years' service, not less than three of which have been in the capacity of principal or vice-principal, or who have given at least *nine* years' service in any capacity.

In schools with an average of 120 pupils or above, the principalships should be confined to teachers who have given at least *ten* years' service, not less than five of which have been in the capacity of principal or vice-principal, or who have given at least *twelve* years' service in any capacity.

In schools of 160 pupils or over, the vice-principal should be a teacher eligible, as above, for appointment as principal of a school with an average attendance of 80 to 119 pupils.

The average required for the purpose of appointments should be determined by the average of the preceding calendar year, or by the averages of two out of the three preceding years if the latter of these methods would place it higher. The position of a school with respect to average, having once been determined, should not be changed until the average attendance of pupils has been found to have been subsequently either above or below the limits for two successive years. In this way a certain stability in the position of the school in respect of averages would be secured.

Any time spent by a candidate for the teaching profession up to a limit of three years in obtaining the special qualifications referred to in paragraph 48, over and above the ordinary period of two years in the training college, should be taken as reducing *pro tanto* the period required for these appointments under the regulations recommended above.

In no case should a candidate be appointed to any of these positions unless he has been declared by the Commissioners of National Education to be eligible to undertake the duties of the position.

A register of teachers eligible for recognition as principals of the larger schools should be kept in the Education Office, from which information could be supplied to managers.

52. Averages required for Award of Higher Increments and Payment of Capitation Rate.—In any case where under the terms of our recommendations the eligibility of a teacher to receive increments of salary of a particular scale depends on the maintenance of a certain average attendance, the scale of increments should be at first determined by the average of the preceding calendar year, or by the averages of two out of the three preceding years if the latter of these methods would warrant a higher rate of increment. When once the scale has been settled the teacher should continue to be eligible for increments in accordance with it until the average required fails to be reached in two successive years. At the end of such a period the teacher should be eligible for the increments of the next lower scale.

Similarly, a teacher on a lower scale should become eligible for the increments of the next higher scale only when the average required has been reached and maintained for two successive years.

A like rule should apply to determine a teacher's eligibility to receive capitation rate for which an average of 30 pupils is required, and payment of capitation should be continued, or introduced when not yet paid, in similar conditions to those set forth in the preceding paragraph.

In the case of a school having an average of between 10 and 19 units the salary of the appropriate scale should not be reduced to a capitation rate until the average has failed to reach 10 units for two successive years; and in a school with an average of less than 10 the teacher should not be eligible for the scale salary until an average of 10 or more has been reached and maintained for a like period.

53. Retention of Higher Rates of Salaries.—Teachers who have reached certain rates of salary should not suffer a reduction of these salaries on account of a decline in the average attendance until the average falls below a certain figure for one calendar year. The following scheme is recommended:—

(a) The salaries of principal teachers of schools with an average attendance of 240 pupils or above should not be reduced unless the average is below 200 for a calendar year.

(b) The salaries of principal teachers of schools with an average of from 120 to 239 pupils should not be reduced unless the average is below 100 for a calendar year.

(c) The salaries of principal teachers of schools with an average attendance of 50 to 119 pupils should not be reduced unless the average is below 40 for a calendar year.

(d) The salaries of principal teachers of schools with an average of 30 to 49 pupils should not be reduced unless the average is below 24 for a calendar year.

(e) The salaries of principal teachers of schools with an average of 20 to 29 pupils should not be reduced unless the average is below 15 for a calendar year.

54. *Teachers' Residences.*—A principal teacher should be provided with a suitable residence, free of rent, and convenient to the school, or should receive an allowance in lieu of rent provided he resides within a distance of the school which in the judgment of the Commissioners is reasonable. The allowance should vary in accordance with the prevalent rates of house rent, etc., in the locality.

Better provision should be made for loans and grants for the building of suitable residences for teachers, and statutory power should be obtained to enable the Board of Public Works to increase the maximum loan available for this purpose from £250 to at least £500. A much better class of building than that provided at present, both in accommodation and design, is absolutely necessary.

The Committee strongly recommend that care should be taken that adequate trusts are declared so that the residence shall be held permanently in trust for the purpose of a teacher's residence.

55. *Special Payments to Teachers.*

(a) *Bilingual schools (Irish and English).*—The present system of grants for the successful teaching of the Bilingual programme in Irish-speaking districts should be continued, and the scale of fees should be increased. In place of the present scale of 4s., 6s., and 8s. per unit of average attendance according to the recommendation of the inspector, the fees should be 6s., 8s., and 10s., respectively.

(b) *Fees for Extra Subjects taught outside School hours.*—In addition to Irish and Mathematics, the teaching of Latin, Modern Languages, Shorthand and Typewriting, should be regarded as extra subjects in which instruction may be given outside of the ordinary school hours. The fee per pupil in average attendance at classes in these subjects, or any of them, should be fixed at 7s. 6d. We recommend that where possible Woodwork should be taught at a suitable fee.

(c) *Rural Science and Horticulture.*—The grants for instruction in this branch are insufficient and should be raised by at least 50 per cent.

In order that this branch may be taken up in as many rural schools as possible it is most desirable that managers should be enabled, by statutory powers if necessary, to procure suitable plots of land in the vicinity of the schools.

(d) *Cookery, Laundry Work and Domestic Economy.*—The fee of 5s. per pupil should be increased to 7s. 6d.

(e) *Fees for training of Monitors and Pupil Teachers.*—In the case of schools with one monitor or pupil-teacher, a fee of £4 per annum should be paid to the teacher, provided the inspector's report on the instruction and training of the monitor or pupil-teacher is satisfactory. For each additional monitor or pupil-teacher a fee of £2 per annum should be paid and an extra bonus of £4 should be paid for each monitor and pupil-teacher successful in passing the final examination and securing admission to a training college at the end of the course. The method of allotting these grants to the teachers concerned should be suitably modified where part of the extra instruction is given in intermediate schools.

56. *Monitors and Pupil Teachers.*—In addition to the present payment made to monitors and pupil-teachers, scholarships should be instituted for them when they qualify for admission to a recognised training college. Such scholarships should be of the value of £30, and should be disbursed in two instalments to the holders, one moiety at the time of entrance to the college and the other at the commencement of the second year of training.

57. *Evening Schools.*—In connection with Evening Schools, we are of opinion that the enforcement of a suitable Compulsory Attendance Act and the establishment of continuation schools should remove the necessity for evening schools. But under the present unsatisfactory conditions they fulfil a useful function, and we recommend that improvements be made in the rates of remuneration paid to teachers in these schools. Our attention has been drawn to the report of a Conference at the Education Office, dated 19th April, 1915, between representatives of Dublin Evening Schools and certain Officials of the National Board, and we would urge the adoption by the Government of the recommendations which were made by this Conference.

58. *Convent Schools paid on Capitation System, and Lay Assistants engaged therein.*

The official witnesses who appeared before us bore testimony to the excellent work which is done in the Convent Schools, and some of these institutions rank

amongst the best schools under the National Board. The method of payment of the lay assistants in Convent Schools which receive grants on the capitation system did not appear to us to be satisfactory, and we make certain recommendations which will place these teachers on exactly the same footing as regards remuneration and conditions of service as the teachers in ordinary National Schools. At present the cost of education per pupil is somewhat less in Convent Schools which are paid capitation grants than in other schools, and we have only recommended an addition to the capitation rates which will give the Convents an increase corresponding to the increase given in teachers' salaries.

I. Lay assistants in Convent Schools should receive the same rates of salary and be subject to the same conditions of payment as assistants in ordinary National Schools.

II. The salaries of lay assistants should be paid in the same manner as those of assistants in ordinary National Schools.

III. An agreement with the managers should be required for each lay assistant as in the case of assistants in ordinary National Schools.

IV. Lay assistants should come under the operation of the Pension Regulations applicable to teachers in ordinary National Schools.

V. The Commissioners of National Education should deduct a fixed sum from the capitation grant payable to the Convent for each lay assistant who is a member of the recognised staff. A recognised lay assistant is an assistant whose services are required in addition to those of nuns who are regularly engaged in the school in order to constitute an adequate teaching staff, regard being had to the average attendance.

VI. A deduction of £110 should be the fixed sum at the introduction of the new scales for each lay assistant. The fixed sum should be regulated at intervals and it should be reviewed at the end of the first year during which the new rules are in operation, and subsequently at the end of triennial periods. The deduction of £110 is made in order to defray the cost of payment by the Commissioners of the salary, increments, etc., of each lay assistant. The review is for the purpose of fixing the sum to be deducted in respect of payment of each lay assistant, at the figures found to represent the average annual payment actually made to all the recognised lay assistants in the Convent Schools taken collectively for the period under review.

VII. The scale of capitation grant for Convent Schools paid on this system should be 70s. to 90s. per pupil in average attendance. Ten annual increments of 1s. are to be given for each year of efficient service. Such increments when once granted should not be withdrawn unless the reports are clearly unfavourable.

An annual bonus of 2s. 6d. should be available for such schools as have gained the above ten increments on a report of very satisfactory service. No school should receive more than four of these bonuses. A failure in any year to reach the standard of very satisfactory service should entail the loss of a bonus.

VIII. In transferring the present Convent Schools to the new scale, each Convent is to receive as many shillings above the new minimum as it has above the present minimum. Those at the top of present capitation scale should receive a capitation rate of 80s. per pupil in average attendance, and be immediately eligible for the award of bonuses on the conditions prescribed in the preceding paragraph.

IX. No teacher over and above staff required is to be employed unless qualified. Supernumerary lay teachers where employed are to be paid a minimum salary of £1 per week by the community.

59. *Workhouse Schools.*—We consider that the children who receive instruction in workhouse schools should, as far as possible, be sent to ordinary National Schools. We recommend that the teachers employed in workhouse schools should be paid a minimum initial salary of £50 per annum in the case of men, and £40 per annum in the case of women in addition to such allowances as they receive at present. They should also be awarded suitable increments of salary on the usual conditions of efficient service.

60. *Pensions*.—The pensions of teachers in National Schools are at present fixed on a contributory basis. Each teacher contributes to the Pension Fund a percentage of the average pensionable income of his grade, ranging from $3\frac{1}{2}$ per cent in the case of a third grade teacher to 5 per cent in the case of a teacher in the first division of first grade. The funds available for the payment of pensions are: (a) The interest on a capital sum of £1,300,000 appropriated by Parliament from the funds of the disestablished Irish Church; (b) Annual grants made by Parliament, the total of which between 1st January, 1880, and 31st December, 1917, amounted on the latter date to £704,798 7s. 0d.; (c) Premiums contributed by the teachers which during the same period amounted to £706,804 17s. 2d.; and (d) The proceeds of investments representing the accumulations of savings in respect of these three sources of income.

After deducting the amount of the pensions and other allowances paid to the teachers since the inception of the Pensions Scheme it is found that the capital sums to the credit of the fund consist of (a) above (the Irish Church money), and the other net accumulations of Voted money and Teachers' Contributions (b and c), which amounted on 31st December, 1917, to £1,532,179 1s. 11d. (Stock at face value).

The Pension Fund is divided, under the Statutory Rules, into (1) Teachers' Contribution Account; (2) Endowment Account.

On 31st December, 1917, the Teachers' Contribution Account amounted to £420,574 15s. 1d. (Stock). At the same time the Endowment Account amounted to £1,111,604 6s. 10d. (Stock), representing accumulations from the sources other than Teachers' Contributions and the original Endowment of £1,300,000.

It is now a widely accepted principle that members of the teaching profession who are engaged in a great National service should be freed from the necessity of making provision for old age. By the enactment of the School Teachers' Superannuation Act, 1918, the State has accepted the entire responsibility for providing pensions in State-aided schools under the English Board of Education. These pensions are wholly provided out of moneys contributed by the taxpayers of the United Kingdom, and there is no valid reason why teachers in Irish National Schools should not enjoy the same pension rights as their fellow-teachers in England and Wales.

The salaries which we have recommended, while marking an advance on those previously paid, do not, we consider, allow any margin for deductions towards pension, and we have arranged the salary scales on the assumption that the teachers would not be called upon to make any provision out of their incomes for old age or incapacity. We recommend, therefore, that a scheme of pensions on a non-contributory basis should be established for teachers in Irish National Schools similar to that which has been established in England under the School Teachers' Superannuation Act, 1918, with certain modifications which would bring the new system into harmony with the existing rules, and are rendered necessary by the conditions of service of teachers in Ireland.

The modifications suggested are as follows:—

I. Voluntary retirement should be permitted, in the case of existing teachers, on reaching 55 years of age provided the teacher has given 35 years' service. This is a privilege which they now enjoy.

II. A medical examination should not be required in connection with the new scheme in the case of teachers who have been already medically examined before joining the present scheme.

III. The pension of teachers who retire within the first three years of the operation of the new scheme should be calculated on their average earnings under the new scales of salaries, and in future the period for calculating pensionable income should be three years instead of five years.

IV. In the case of teachers who have become, or may become, officials of the Board of National Education the whole service as teacher should be counted in calculating pensionable service.

V. The annual value of residences or allowances from State Funds for residences in the case of Model School teachers should be counted as income for pension purposes.

VI. A gratuity of one year's income, under the new scale, for each period of

fifteen years' service should be made to teachers who did not come under the Pensions Act of 1880, and are debarred by age from joining the new scheme.

VII. Provision should be made, as under the present Rules, for the granting of a pension in the case of a teacher if he has served for not less than ten years, and if

(a) The Commissioners of National Education and the Treasury are satisfied that while actually serving as a teacher he has become incapable from infirmity of mind or body of discharging the duties of a teacher and that such incapacity is likely to be permanent; or

(b) Having attained the age of fifty he is removed from the service by the Commissioners of National Education on the ground of his inability to discharge those duties efficiently, and the Treasury consider the circumstances of the case justify the grant of a pension.

VIII. Recognised service given by teachers in Public Elementary Schools in Great Britain who subsequently teach in Irish National Schools, and recognised service given by teachers in Workhouse or Industrial Schools should count for pension purposes.

Teachers who have contributed to the present Pension Fund (including Model School teachers who have paid supplemental premiums) should receive, on attaining the age of 65, the annuities purchasable by these contributions. We also strongly recommend that a grant should be made to increase the pensions of teachers who have retired, when the retiring pension is inadequate to afford a reasonable subsistence. There would not be a large number of such cases, and they will be gradually decreasing.

61. *The Application of New Scales to Existing Teachers.*—The Administrative Department, which would have before it the many different classes of cases that will present themselves in dealing with the large number of National Teachers, can alone carry out the transfer of existing teachers to the new scales, and we can only suggest general principles for its guidance.

In making our recommendations with regard to teachers at present in the service we assume that the improvements in salaries which we recommend will be granted and that prompt recognition will be given to the claims of a body of public servants who have long been remunerated at rates of payment which are not commensurate with the importance of the duties which they are called upon to discharge.

In applying the proposed scales to existing teachers the following rules should be observed :—

(a) An addition of £30 per annum should be made to existing salaries of trained men teachers, and an addition of £28 per annum to existing salaries of trained women teachers. This is to be increased by an addition of £1 per annum for each year of service, subject to a limit of £25.

(b) Untrained teachers eligible under the Commissioners' Rules for promotion to first grade or already in first grade shall receive the same increases as trained teachers.

(c) Untrained teachers in the service prior to 1st August, 1887, who are not eligible under the Commissioners' Rules for promotion to first grade, shall not, on transfer, receive higher salaries than £170 for a man teacher and £146 for a woman teacher. They shall, however, be eligible for further increments in the normal scale and for higher increments on the same conditions as trained teachers under the new rules.

(d) Untrained teachers appointed between 1st August, 1887, and 1st April, 1905, are not to receive higher salaries than £170 in the case of a man teacher and £146 in the case of a woman teacher.

If they satisfy the usual conditions for higher increments they shall be eligible for further increments to the maximum of the normal scale. If their salaries on transfer are fixed at figures less than these maxima they shall be eligible for increments up to these limits on efficient service.

(e) Untrained teachers appointed after 1st April, 1905, are to receive the minimum salary of £90 per annum.

(f) In connection with the question of untrained teachers generally, we recommend that the Commissioners of National Education shall have regard to exceptionally good service where it is given by untrained teachers, and deal with such cases in an exceptional manner.

(g) In no case shall a teacher be placed at a point higher in the new scales than he would have reached if they had been in operation since the date of his first appointment.

(h) Should any case be found where a teacher would be debarred from an immediate increase under the foregoing rule, his salary is to be fixed at the nearest figure in the new scale above his existing salary.

(i) *Junior Assistant Mistresses* who elect to come under the new rules of payment set forth in 46 should be placed at the minimum salary of the new scale, i.e., £80 per annum, from the date on which these rules receive financial effect.

In this connection we recommend that *Work Mistresses*, of whom a few are still employed in the schools, should receive a salary of £24 a year.

(j) The increases of salary recommended for teachers under the new scales of salary who possess certain qualifications, e.g., Third year's course of training; Froebel Certificate; University Degree; Diploma; Higher Diploma, should be applicable in the cases of existing teachers who possess these qualifications, provided that due regard be paid to cases where special increases of salary have already been granted on the same grounds.

VI.—DISTRIBUTION OF GRANTS FROM PUBLIC FUNDS.

62. An important part of our task was to enquire and report as to possible improvements in the distribution of grants from public funds for Primary Education in Ireland. We make three recommendations in reference thereto, dealing with the methods practised as regards the distribution of grants from public funds, the economy effected by the amalgamation of schools, and the establishment of local Committees with a power of administering a local rate for certain school purposes.

63. *Treasury Grants.*—In the first place, however, we desire to say that in our opinion the provision of instruction for the children of a country is a national trust and obligation. The State, representing the community as a whole, should provide at least for the elementary education of all its future citizens, should see that it is suitable and efficient, and should insist on its universal applicability. The need is imperative and ubiquitous; and the corresponding obligation is not a matter to be left dependent upon local inclination, varying according to means, energy, or public spirit. The teachers' salaries should, therefore, as has been the case for some time in Ireland, be a State charge, based on a national scale; and correspondingly the teachers are servants of the State with obligations and duties to it. The State rightly concerns itself with their training and efficiency and appointments. As a condition precedent to appointment, teachers must pass certain tests, and in order to earn their salaries and pensions, they must observe definite regulations laid down by the State. We believe that it would be a retrograde step if the service of National Education were to be localised in its status and remuneration, and we observe also that the tendency elsewhere is towards developing its national character and putting its cost increasingly on the Exchequer as shown, for instance, by the provisions of the Teachers' Superannuation Act, 1918.

64. Now, in order to provide for the improved salaries of teachers which we recommend, there will have to be a substantial increase in the present Exchequer grant for that purpose, and we submit that our figures, which are moderate and reasonable, are necessary to meet the educational needs of the country. They will do no more than place the profession in Ireland on a sound financial basis. Notable advances have recently been made in England and Wales and Scotland, and there is much more leeway to be made up here than in those countries.

65. When we examine recent procedure with regard to the provision of funds for Irish Primary Education we find that the service has suffered grievously. Grants from public funds would appear to have been made in a spasmodic and haphazard manner. For our purpose we need not go back further than 1900, when a new scheme of remuneration for teachers was introduced, by which the various payments formerly made to them—class salary, additions to class salary, results

fees, customs and excise grant, bonuses, gratuities, residual capitation grants and union rates—were consolidated or abolished. On that occasion the difficulty in radically changing the method of paying thousands of teachers of various classes and ages, who were in receipt of complicated salaries made up of these dribblets, and whose existing and prospective rights had to be calculated and protected, was immensely increased because the Government of the day made it a condition that the alteration should involve no immediate increase in the grants. The new scale of remuneration was thus handicapped from the beginning and injustice and anomalies were in many cases unavoidably created. Subsequent financial treatment by the Government shows little improvement. In 1902 an annual grant of £185,000, which was said to be the equivalent of a grant towards Primary Education in England, was diverted from Irish Primary Education and devoted to quite extraneous objects. The amounts of other grants were settled regardless of the representations of the Commissioners of National Education. New building grants were suspended altogether for a time, and efforts to improve the position of teachers and to carry out much-needed educational reforms were hampered by the denial of the necessary financial support. For years a very definite grievance was caused by the "standard numbers" arrangement, by which only a fixed number of teachers could be recognised in the upper grades, no matter how many had fulfilled the other necessary conditions of promotion.

66. This treatment of Irish Primary Education was not only injurious and unfair, but was also part of a deliberate policy of the Government that Ireland was to get no further financial aid except on the "equivalent grant" theory. Apart from the merits of the various devices—population, Imperial contribution, attendance, by which the actual ratio of our equivalent rights has been from time to time calculated, we think it wrong that the amounts of the grants for a great service in one country should be decided by the needs of the corresponding service in another country. If English Primary Education happens to require financial aid from the Treasury, Irish Primary Education is to get some, and in proportion thereto. If England happens not to require any, then, of course, neither does Ireland. A starving man is to be fed only if some one else is hungry. We do not forego Ireland's claim, when exceptional grants are made in other parts of the Kingdom, to a corresponding grant to Ireland for some useful purpose, but it seems to us extraordinary that Irish Primary Education should be financed on lines that have little relation to the needs of the case. This policy has resulted in grants—arbitrary, illogical, and insufficient, which had to be distributed by the Commissioners in the best manner permitted by the amounts. The needs, the merits of the case, which alone decide the amounts of grants towards English Education, have been repeatedly ignored as regards Ireland. Accordingly we strongly recommend a reform in the method of distributing grants from public funds for Primary Education in Ireland.

In connection with the proposals for increased State expenditure on Irish Primary Education, attention was directed in evidence before us to the Report of the Children's Commission on the financial relations between Great Britain and Ireland.

67. *Amalgamation of Schools.*—There cannot but be a large number of small schools in Ireland on account of our scattered population, and as a large proportion of the children of the country are educated in them, and as teaching in such schools is a difficult and responsible undertaking, the salaries should be sufficient to attract good teachers. But there are, we believe, many small schools that might with advantage to educational and to communal interests be amalgamated, and we hope that the Commissioners' policy in that direction will be continued with determination. For these reasons we make the following recommendations:—

(a) The average required for the recognition of separate schools for boys and girls, adjoining or in close proximity, and for the appointing of a new teacher on the occurrence of a vacancy, under Rule 179 (c) of the Commissioners' Code, should be higher than it is at present. The single-teacher school is relatively less efficient and is expensive.

(b) Small schools should be amalgamated where they exist within a mile or two of each other and where amalgamation would not entail any serious religious inequality or disadvantage to any religious denomination.

(c) In urban areas where there exist at present more than one school under the

management of the same religious denomination we strongly recommend that one large school should be established in a suitable and well-equipped building within reasonable distance of the homes of the children concerned.

(d) Separate ordinary schools for boys and girls adjoining or in close proximity and under the same management, or one or both of which there has been for the preceding calendar year an average attendance of less than thirty-five pupils, should, as a general rule, be amalgamated on the occurrence of a vacancy in the principalship of either school, or by agreement.

(e) Generally speaking, amalgamation should be carried out whenever possible. A list should be kept in the Education Office of all schools suitable for amalgamation, and in case of a vacancy in the principalship of such a school a new appointment should not be made until the Commissioners of National Education have given their approval. Managers should receive notice of the placing of their schools on this list at the time when the list is prepared, even though there should then be no vacancy in the principalship. All schools under Protestant management should be put on the list if they have an average daily attendance of less than thirty-five pupils and are within two miles distance of one or more schools under Protestant management, and a similar rule should apply in the case of schools under Roman Catholic management.

66. *Local Committees and Local Aid.*—While we hold that the work of teaching in Primary Schools in Ireland is a national service, and that the assistance heretofore given from State grants towards the original capital expenditure on the erection of schoolhouses should be continued, there are, in our opinion, directions in which localities may well be called upon to evince their interest in the success of the State service, by contributing by a local rate towards the expense of Primary Education.

69. We therefore propose that it be obligatory on County Councils and County Boroughs in conjunction with the Board of National Education to appoint School Committees on the same lines as School Attendance Committees are at present constituted. Their duties and powers to be as follows:—

(1) The enforcement of school attendance enactments throughout Ireland.

(2) The maintenance, repairs, heating, cleaning, and equipment of National Schools unless adequate provision has been otherwise made.

Before expending money in the maintenance, repairs and equipment of non-vested schools the owners of the buildings should enter into agreements with the School Committee as regards the use of the buildings during certain hours and for a certain number of years for Primary Education purposes, so as to warrant the Committee in incurring such expenditure.

It should also be optional for such local Committees to undertake the following charges:—

(1) The payment of the moiety required from the locality in order to secure the medical and dental treatment of the pupils in the schools, and to secure the provision of meals in necessitous cases. Also the payment of the local moiety towards discharging the annuity on the residence for the principal teacher.

(2) The provision of school books and requisites in necessitous cases.

(3) The provision, where necessary, of plots of land for the purposes of horticultural instruction, and also the provision of sites free of cost to enable managers to erect teachers' residences where not already provided.

The expenses incurred in exercising these powers and fulfilling these duties to be met by a County-at-Large or Borough rate. In cases of dispute in the distribution of the local rate for any of these purposes the matter should be referred to the Commissioners of National Education for their decision.

70. *School Attendance.*—On the question of School Attendance we recommend the following amendments of the law relating to compulsory attendance as contained in Sections 1 to 16 of the Irish Education Act of 1902:—

1. Subject to the provisos as to reasonable excuse for non-attendance set forth in Section 1 (3) of the Act, parents should be required to cause their children between six and fourteen years of age to attend a National or other efficient school on every day on which the school is in operation for the instruction of pupils. No school, not a National School, is to be considered efficient unless it is in operation for at least 180 days in the year.

Section 1 (3) (b) of the Act should be amended so as to read: "That the child has been prevented from attending school by sickness or other unavoidable cause."

II. (a) In Section 1 (2) the age at which a child may be excused from attendance at school should be raised from eleven to thirteen years.

(b) The standard of proficiency at which a child over thirteen years may be excused should be that prescribed for the sixth standard in National Schools in reading, writing and arithmetic. The certificates of proficiency to be awarded as the result of examination by a Committee of teachers.

(c) A child not having reached this standard must remain until fourteen years of age.

III. No person should be allowed to employ:

(a) any child under thirteen years of age;

or

(b) any child under fourteen years of age, unless excused on account of having passed in the programme for sixth standard; except as prescribed in Section II. (1) for the setting or planting of potatoes, hay-making or harvesting on fifteen school days.

The fine that may be imposed under Section II. (2) should be raised to a maximum of five pounds, instead of forty shillings.

IV. Section III. (4) should be mandatory on the School Attendance Committee as well as on the local authority.

When the Commissioners of National Education take over the performance of any duties under this sub-section their expenses should be defrayed out of local rates.

V. Section IV. The procedure by "attendance order" should be abolished, and, after due warning, the school attendance committees should have power to prosecute defaulting parents.

The maximum fine on parents should be raised to forty shillings (including costs). The minimum fine should be ten shillings.

Sub-section (3) limiting prosecutions to intervals of two months should be repealed.

VI. Section V. (1) should be repealed. An employer should not be allowed to hire a child of school-going age, simply because there is no school within two miles of the child's residence.

VII. The compulsory attendance clauses of the Act should apply to every place in Ireland without exception. Their application should not, as at present, be left optional in case of rural areas.

VIII. When it is pleaded that a child is in attendance at a non-national school, it should be lawful for the School Attendance Committee or their officers to visit such school and make such enquiries as may be necessary to ascertain the fact.

IX. In Section 1 (3) (a) the words "or public path" should be inserted after "nearest road" in line 2.

X. In case of children of ten years of age and upwards the limit of two miles from the nearest school should be increased to three miles, so that the existence of a school within the latter distance would render the attendance of the child compulsory.

XI. Power should be given to the Court to commit to Industrial or Reformatory Schools refractory pupils who are out of their parents' or guardians' control and in whose cases fines had been inflicted on three separate occasions.

In addition we recommend that provision should be made for the taking of an annual census by the School Attendance Committee of all children within their area who are of school-going age, for the purpose of securing that they shall receive suitable Primary Instruction.

School vans or other means of conveyance should be provided wherever necessary for bringing the children to the nearest available National School, and the cost provided by the State.

71. We would wish to point out that by these and other recommendations in this report we are suggesting the placing of a considerable financial responsibility on the Irish ratepayer for the purpose of Primary Education. The enforcement of attendance at schools, the maintenance, repairs, heating, cleaning and equipment of schools, the expenditure on books, and the contribution towards the medical and dental treatment of pupils, and the provision of meals for necessitous children will represent a very substantial sum from local taxation. The locality will, as heretofore, continue to be liable for the large sum of money contributed voluntarily towards the provision of new buildings. There will also be available towards financing our proposed scheme of salaries and pensions, the endowment of the present Teachers' Pension Fund, consisting of £1,300,000 from the Irish Church Fund, which is a purely Irish Fund, and the Stock, £1,111,604, representing sundry grants from Parliament and the accumulated savings from income since the inception of the Pension Fund. Furthermore, we hope that considerable savings will be effected in grants from public funds by our recommendations as regards the amalgamation of schools.

VII.—CONCLUSION.

72. Having ascertained that certain defects existed in the position, conditions of service, promotion and remuneration of teachers in Irish National Schools, and in the distribution of grants from public funds for Primary Education in Ireland, we have now suggested what we consider to be appropriate and adequate remedies, and we have recommended a suitable scale of salaries and pensions for different classes of teachers. The evidence and our own deliberations made us realise more and more the importance and far-reaching nature of the work in hand; and our sense of this was deepened by our appreciation of the gravity of the times we live in. Yet we avoided issues which we could not import into the terms of the Enquiry without violating its obvious intention, and we kept clear of disruptive changes, believing that proposals which have not a due regard for existing principles, customs and traditions may lead to the revolutionary collapse rather than to the reconstructive amelioration of social organisms. Our aim has been simple and moderate—to provide for efficient teachers, fairly paid and pensioned, and to have fewer schools, well-equipped and well attended; and we are satisfied that if our recommendations are carried out, the system of Irish Primary Education will prove to have been remodelled, so far as the terms of reference permitted, on lines that will greatly facilitate its smooth working and be fair to every deserving member of the profession.

73. We know, however, that even large improvements in the material conditions of a service or in the machinery of its administration are not everything. With the removal of grounds for discontent and agitation among teachers in reference to ways and means, we trust that a greater degree of efficiency and a more general application of energies to intellectual and academic questions connected with the profession will ensue. We believe that our recommendations will tend to create in the public mind a livelier interest in the schools, in their value and significance, and in their conditions, which have so close a bearing on the character and attainments and health of the children of a country. We hope to see a new heart and soul, a new force and responsibility pervading and inspiring the service in its external and internal aspects, and raising the whole standard of education to the high level which is essential if Ireland is to compete successfully with other countries. We, therefore, think it our duty to submit that, in our opinion, effect should be given to our suggestions and recommendations without delay, and we confidently rely on a Government which has pledged itself to undertake the reconstruction of social life, not to overlook the very beginning and foundation of all social welfare and progress.

74. Before closing this Report to Your Excellency, we desire to express our warm appreciation of the manner in which our Secretary, Mr. J. M. Flood, Barrister-at-Law, carried out all the duties of his office. The ability and diligence

with which he transacted the secretarial work, the help which his knowledge of the subject afforded us, and the care with which he consulted our convenience greatly conduced to the successful and agreeable conduct of our business.

All of which we humbly submit for Your Excellency's gracious consideration.

KILLANIN, Chairman.

*PATRICK O'DONNELL.

B. J. TUAM.

W. A. GOLIGHER.*

R. T. MARTIN.*

MARGARET DOYLE.

WILLIAM HASLETT.*

WILLIAM BERNARD JOYCE.

ROBERT JUDGE.

THOMAS JOSEPH NUNAN.

WILLIAM O'NEILL.

GEORGE RAMSAY.

M. F. HEADLAM*

A. N. BONAPARTE WYSE.

HERBERT B. KENNEDY.*

THOMAS F. MACKEN.

W. GORDON STRAHAN*

B.A., Barrister-at-Law,

hamber,
ter House, Dublin.

*Subject to reservation.

RESERVATION TO PARAGRAPH 7.

We desire to express our regret that the Managerial System, which is so important a part of the system of Primary Education in Ireland, was not dealt with by the Committee, and we think it a fit subject for enquiry.

R. T. MARTIN.
W. A. GOLIGHER.
W. HASLETT.
M. F. HEADLAM.

RESERVATION TO PARAGRAPH 8.

The connection between the Committee's functions and the general schemes of Reconstruction, which are touched on in paragraphs 4 and 5 of our Report, would not be complete in our opinion if we did not develop the idea of Educational Reconstruction more fully than by the mere recommendation of higher salary scales for National Teachers.

We are aware that our colleagues held that they were precluded by the terms of reference from considering this matter, though possibly some of them attach importance to the idea. But we cannot help feeling very strongly that it is quite legitimate to record our opinions that co-ordination of the various Educational Authorities under a Minister responsible to Parliament is desirable.

A properly constituted Central Authority would, in our view, remove many of the existing disadvantages, would bring education—Primary, Secondary, and Technical—into more living touch with the people, would avoid overlapping in functions and administrative friction, would secure efficiency and substantial economies, and effect a co-ordination in educational affairs which has proved beneficial in other parts of the United Kingdom.

M. F. HEADLAM.
W. GORDON STRAHAN.
R. T. MARTIN.

RESERVATION TO PARAGRAPH 23.

I am satisfied that the remedy suggested in paragraph 23 of the Report will not be effective in relieving the situation in regard to the want of school accommodation in the City of Belfast. I was greatly impressed by the evidence given by Mr. H. M. Pollock, the President of the Belfast Chamber of Commerce, by the Officer of the Belfast School Attendance Committee, and by the two Managers who appeared on behalf of the Belfast Protestant Managers' Association.

1. All these witnesses agreed that there is a very serious shortage of school-accommodation for the children of school-age in the City of Belfast, and some of them affirmed that the shortage extended to at least 15,000. It was stated, in addition, that while many of the schools were modern, well-equipped and fulfilled the customary requirements of suitably appointed schools, yet a very large number were either indifferent or bad and unsuitable for school purposes and should not be maintained. It is clear, therefore, that if the unsuitable schools were removed some thousands of children would have to be provided for beyond the estimate of 15,000 above mentioned.

2. I desire to point out that the deplorable condition of Belfast schools and the want of accommodation is not a recent discovery. Nor is the remedy. An attempt was made in 1908 by the Earl of Shaftesbury, when he was Lord Mayor of the City, to meet the difficulty. His effort failed for reasons I need not now discuss or mention.

3. As far back as 1904 the late Mr. George Wyndham, when Chief Secretary for Ireland, tried to deal with Irish Primary Education, but was obliged to draw back from it. One of the results of his efforts is the most valuable Report on Education in Ireland, prepared by the late Mr. F. H. Dale, and presented to Parliament in 1904. Mr. Dale testified that he found in 90 Belfast schools badly lighted and ventilated rooms, and that the schools in question were generally those having but few and small class rooms. He was particularly impressed by the fact that even in certain schools, ranked as the best in Ireland, he found class rooms being used which would have been long since condemned in England on the ground of inadequate lighting and ventilation. He gives the conclusion of his investigation of school buildings in the two cities of Belfast and Dublin in the following words:—

(Para. 15 of his Report.) "As a result of my investigations I have no hesitation in reporting that both in point of convenience for teachers and in the requirements necessary for the health of teachers and scholars, the average school buildings in Dublin and Belfast are markedly inferior to the average school building now in use in English cities of corresponding size, *e.g.*, Bradford, Bristol or Nottingham."

4. I make no apology for extracting at length other paragraphs from this most informing and suggestive Report. They have a very direct bearing on the substance of this memorandum, and are a weighty contribution to the solution of the Belfast school problem. In para. 26 Mr. Dale further states:—

"A fact which must strike most forcibly any English Inspector on visiting the schools in Dublin and Belfast is the inordinate delay which occurs, whether in superseding insanitary buildings or in coping with the need for additional school accommodation in any district of the City In the Ballymacarrett district of Belfast the supply of schools is insufficient and it has been so for the last five years."

5. In para. 27 he compares the English and Irish system. He says:—

"The explanation of the continued existence of such insanitary buildings in Ireland as have been superseded in England is not far to seek. In England, since the Education Act, 1870, the Central Department has been able to insist that defective school-accommodation shall be made good without undue delay by voluntary effort, or, in default of this, by the responsible local authority, which it had power to establish. The Department has thus had a means of applying pressure to an unwilling Manager or locality, and the threat of establishing a School Board has necessarily had a considerable effect in accelerating the provision of a new school. In Ireland, however, the Central Authority has been forced to wait in helpless inaction for the appearance of voluntary effort. It has had no power to require new schools or to hasten their completion Again, in the case, not uncommon in great cities, of the migration of working-class population from one district to another, the Central Department in Ireland has had no recognised body in the locality to whose attention it could bring deficiencies in the supply of schools or from whom it could require the information necessary, in order to enable it to decide as to the best method of supplying them. It has been reduced—as has been seen in the Ballymacarrett district of Belfast and in parts of Dublin—to the alternatives of allowing the existing schools to be grossly overcrowded or of excluding children altogether from education, until some charitable Manager came

"forward to build a new school. Similarly, it can withdraw grants from a school for gross defects in its premises, but no organised machinery exists for replacing that school by a better within any reasonable period of time."

6. Again in para. 28 he shows the waste involved by the absence of a local authority. I give his own words, which are as follows :—

"Further, the absence of a local authority in the large towns involves upon occasion a waste of money which is not incurred in England. It is not to be supposed that individual Managers can either obtain the information or devote the time required to keep a careful watch upon the growth of population in the many districts of a great city. It is not until the subject is forced upon their attention by the overcrowding of the surrounding schools that they prepare to take action. Yet by that time the best sites for new schools—which a responsible local authority might have been able to forestall—have been taken up; the price of land has certainly risen, and accordingly the individual Manager has both to pay more and to be content with an unsuitable article. The inquiries that I made of the Inspectors and Managers showed that the unsatisfactory sites and absence of the proper playground in some of the Dublin and Belfast schools are to be ascribed to this cause. Nor again, can a private person with limited funds at his disposal be reasonably expected to look so far ahead as to build a school in a growing district with a direct view to its later enlargement, and thus to save the expense in future of a second school on a separate site. Yet the experience of the School Boards in the large towns of England has shown conclusively that this procedure, though demanding a higher initial outlay, is one of the surest forms of economy."

7. Again in para. 29 Mr. Dale concludes with an observation on the question of the establishment of a local authority. Here are his words :—

"I am aware that the question of the constitution of a local authority analogous to the School Board or Borough Council in England cannot be decided upon educational grounds alone; but it would be idle for me to disguise my conviction that until such a body is established in the large towns of Ireland no satisfactory solution of the defects which I have described in the preceding paragraphs can be found."

8. I now turn to the Annual Report issued by the Commissioners of National Education in 1913-1914, for evidence and a remedy as to the condition of school accommodation in Belfast. On page 45 of this Report the Senior Inspector informs his Commissioners that :—

"The need for suitable school accommodation is so great that in the absence of a school rate, or of organised effort, it is hopeless to expect that individual effort on the part of Managers will ever be competent to deal effectively with the difficulty."

9. The Senior Inspector further informs the Board that he finds four or five teachers working simultaneously in one room and he states :—

"In such cases the effect of instruction is greatly impaired and the strain on the nerves and physical energy of the teacher is immense: whereas the overcrowding of the class room causes a vitiated atmosphere and a lowered vitality in pupils and teachers. The organisation, too, is complicated, as the written work, drawing, etc., have to be done in the main room, as the class room is rarely fitted with desks."

The Inspector further states in his Report :—

"A very serious defect in the Belfast school buildings is their situation. Most of them are on the street where the noise of the passing traffic is so great as to render oral teaching at times almost impossible."

Again he says:—

“Suitable playgrounds are attached only to one-third of the Belfast schools.”

10. I ask what is the remedy for the deplorable condition of many existing schools in Belfast? Who is to be responsible to provide new schools for the thousands of children in the City of Belfast—and some of them among the poorest—who are demanding facilities to be educated but can find no school accommodation?

11. In the Report of the Committee they in effect express the hope that the voluntary system may be moved by new energy and zeal on account of the relief proposed to managers as to upkeep and maintenance.

12. Those on the spot and familiar with the views of the community of Belfast build on no such hope. They are convinced that the partnership between the State and voluntary effort through Managers has failed to meet the needs of Belfast and is no longer equal to the heavy burden. A new partnership must be created between the State and a local authority suitably constituted and adapted to the local circumstances, with power to levy a rate for the provision of new schools and other educational purposes, and with power to contribute towards existing school buildings to make them suitable and keep them adequately maintained. From my knowledge of and experience of local affairs in Belfast I am convinced this can be done with injury to none and with justice to all. Such a partnership will arouse a local interest in primary education hitherto unknown. It will impose upon the City the obligation of being concerned with the upbringing of young people. The public spirit of Belfast will respond if power is given to the Corporation. Already the Corporation of Belfast has proved its capacity to manage and control Technical Instruction with efficiency and success. Would it be less successful in dealing with the problem of primary education?

In my judgment this is the only way by which the urgent needs of elementary education in the City of Belfast can be met. I know that fresh legislation will be required, but I respectfully urge upon Your Excellency to take into consideration the representations I have made and the question of immediate legislation to give effect to them

R. T. MARTIN.

We concur in the reservation made by Mr. Martin.

HERBERT B. KENNEDY.
W. GORDON STRAHAN.

I do not profess any knowledge of Belfast other than that I have acquired from the evidence, but I am of opinion that Mr. Martin's reservation is on right lines, in that it advocates the constitution of a Local Authority with large powers in Educational matters.

M. F. HEADLAM.

I concur generally with Mr. Martin's reservation on the distinct understanding that due regard be had to the rights of existing teachers in the closing of unsuitable schools.

W. HASLETT.

RESERVATION BY MR. HEADLAM.

I have signed the Report because I am in general agreement with many of the principles expressed therein, and because I am of opinion that, when the present War Bonuses to the Irish National Teachers are withdrawn, the salary scales proposed will not be excessive, having regard to the importance of the work which teachers are called upon to perform, and to the salaries which are now paid in other walks of life in Ireland.

I could not contemplate, however, that the new scales should be granted in addition to the present bonuses or that the whole cost of the new scales should fall on the taxpayer of the United Kingdom.

The position is to some extent complicated by the present political situation. If the Government of Ireland Act, 1914, is to be put into force in the near future I am willing to subscribe to the doctrine laid down in paragraph 63 of the Report, viz.: that education is a National obligation and that the Irish National Teachers' salaries should be the charge of the Irish State: there is much to be said for the view that Ireland is too small an entity for the cost of education to be divided, approximately in equal parts, between the Central Government and the Local Authorities, as in England and Scotland.

If, however, our recommendations are based on the conditions existing at the present moment, and our intentions are that the new scales should be adopted at once, I am bound to discuss certain matters referred to in our Report, and to put on record my Reservations.

(1) While there is much force in some of the arguments in paragraph 66 as to the apparently illogical character of the method in which grants have been made to Irish Education, yet it will be found extremely difficult to devise a logical system which will be fair to all the interests concerned. In the case of Ireland we cannot proceed on the lines of purely educational needs, for all religious interests have to be conciliated as well as purely educational needs provided for. We find, for instance, that Scotland had, on 31st August, 1917, 3,167 schools, while Ireland had; on 31st December, 1916, 8,118 operative schools. From this it follows that the larger number of Irish teachers—7,687 out of 13,421 certified teachers—are Principals.

It would have been considered unfair to Ireland, during the years which have shown a steady decline of the Irish population, to base the grants from Parliament on a calculation per head of the population, equal to that given in England, where the population has been increasing. Further, a grant on the basis of average attendance would also be unfair, as long as Irish interest in Education was not sufficient to call for a drastic reform of the School Attendance Act, or even to insist on compliance with the existing regulations for compulsory attendance. As stated in paragraph 15 of the Report, the average attendance, in many cases, is not more than 60 per cent. of those on the rolls of the school.

In all the circumstances, therefore, the principle of equivalent grants, illogical though it may appear, seems to me the only possible system.

The system cannot be held to work out unfairly to Ireland. The present cost to the Exchequer of educating a child in an Irish National School is put by the Commissioners of National Education at £4 17s. 1d. Taking the items in the English Vote for Education analogous to those on which that calculation is based, the cost to the Exchequer of educating an English or Welsh child is £3 0s. 1d. The real cost of educating an Irish child is higher at present than £4 17s. 1d.—for this figure does not include the cost of school buildings (which are largely provided by the State in Ireland though not in England) or of teachers' pensions, in respect of which the Irish teacher has, hitherto, received far better consideration at the hands of the State than the English teacher. The Irish figure does not include the cost of War Bonus to the Irish teacher, but as this has been given by the State in Ireland in addition to an equivalent grant under the Fisher scheme, whereas in England the Fisher Grant covers all State addition by way of War Bonus, its inclusion is justified.

A system under which each child educated in an Irish National School costs the Exchequer 62 per cent. more than a child educated in an English National School cannot, in fairness, be described as "injurious and unfair" (paragraph 66 of the Report) to Ireland.

Further, the 62 per cent. additional cost in Ireland surely provides, in full, all the "exemptions and abatements" which may legitimately be given to Ireland, without injustice to the United Kingdom taxpayer, under the Act of Union.

The best estimate that I can obtain of the ultimate cost of our proposals, over the ultimate cost of the present scheme (which, it must be remembered, represents the equivalent of the Fisher scheme in England), is about £930,000 per annum.

Taking the ultimate increase at £900,000, and not allowing for an increase in the number of children educated (which we hope for as the result of the legislation following our recommendations for improving School Attendance) the cost to the Exchequer, calculated on the above basis, of educating an Irish child would be £5 17s. 6d., which would be 95 per cent. over the cost of the English child.

The real reason why the funds for Irish Education are insufficient is that there has not been sufficient interest in education in Ireland to compel her Parliamentary representatives to take powers to raise a rate for Educational purposes. That interest is now, as we hope and believe, sufficiently awakened. But the relief to the Exchequer—some £18,000 a year—conveyed by our proposals is not sufficient when the enormous increase of expenditure, which our proposals involve, is considered; and I only sign the Report on the understanding that a considerable proportion of the increase should be provided from local funds. Personally, I should be in favour, for the reasons given above, of a national rate levied over the country as a whole, but I am willing to agree to the principle of local rating embodied in our Report, if the scope of the rate is largely widened.

(2) I do not think that the new rates of pay should be given to the teachers in addition to the War Bonus, present and future. Such grant would make the initial salary for a man £132 10s. and for a woman £116, as opposed to the initial salary, respectively, of £75 and £64, which was the rate payable up to 1st July, 1916, a rise of 70 per cent. and 81 per cent., respectively. Such a rise continued up the new and improved scale, with the very considerable possibilities of acceleration and early attainment of maximum which we advocate, in addition to the relief effected by the remission of contributions towards pensions, seems to be excessive, and likely to lead to difficulties with other State services and with the teaching profession in England and Scotland. It must be repeated that the Irish teachers have not only shared in the full equivalent of the Fisher Grant given in England, but have also been granted a War Bonus costing nearly £500,000 per annum in addition. A further War Bonus has been applied for.

(3) I have grave doubts in assenting to an encouragement of the system by which special grants are given in bilingual schools and for the teaching of Irish as an extra subject (paragraph 55 (a) and (b)). Either Irish is the national language or it is not. If it is not, there is no need to teach it. If it is, its teaching should need no encouragement. All payments on this head, if made, seem peculiarly suitable to be a charge on the local rates.

(4) I feel some difficulty, also, in agreeing to the application of the incremental system to the Convent Schools (paragraph 58, VII. and VIII.). The evidence was emphatic as to the high character of the teaching given as a rule in these schools. But the theory of increment is personal to secure the *prospects* of the teacher and attract candidates to the teaching profession. We have endeavoured to secure (paragraph 58, VI.) that proper increments shall be paid to Lay Assistants in Convent Schools. It seems to me that the grant of automatic or quasi-automatic increments to a school has not the same basis of reason as the grant of increments to a person, and that the capitation rate should be a fixed rate, calculated, as proposed, so as to allow the average salary to be paid to each Lay Assistant, and, if necessary, revised if the average rises. But the increment system, if continued to these schools, involves that they will all eventually reach, and remain at, the maximum. I think it would be more logical to fix some mean.

(5) As regards Pensions, we are recommending an enormous advantage to the teachers in the abolition of their premiums. I do not think it fair to ask that Irish teachers should be allowed, as suggested in paragraph 60, VII., to retain the advantages of the existing system as well.

(6) I cannot subscribe to all the statements in paragraphs 65 and 66. I see no injustice in the stipulation made by His Majesty's Government in 1900 that the

new system then introduced should entail no immediate increase of expenditure to the State for Primary Education. Even at that date it cost more to the State to educate an Irish child than to educate an English child; but, as a matter of fact, Irish education as a whole did not suffer; on the contrary the sum of £78,000 per annum hitherto allocated from the Local Taxation Account to Primary Education was merely transferred to the new Department of Agriculture and Technical Instruction, and a large proportion of this is devoted to Technical Education, while a fresh sum of £78,000 per annum was put on the Votes for Primary Education. In addition a sum of £8,000 per annum, representing local contributions to Primary Education (which then ceased) was imposed on the taxpayer. Further, the new system imposed an increasing charge on the Exchequer, and the Parliamentary Vote shows a steady rise from year to year, *e.g.*, 1900-01, £1,387,503; 1907-08, £1,408,360; 1917-18, £2,202,018. Nor can I agree that the fixing of certain numbers in each grade was in itself a legitimate grievance; it is the normal condition of State service that the numbers in each rank should be fixed, and, irrespective of merits, State servants have normally to wait for vacancies in order to obtain promotion. Those who entered the service after the system was adopted certainly have no grievance, nor have those who subsequently received any promotion.

The conditions governing School Building Grants, further, are not quite fully stated in these para., nor in par. 23. For many years, after the provision of school buildings by the State ceased in England and Scotland, the system continued in Ireland. Between 1870 and 1902-3, £793,806 had been spent by the Board of Works. But in 1903 the Treasury pointed out that this provision in Ireland was anomalous, and that it should be brought to a close.

In view, however, of the bad state of certain schools, it was considered that it would be inequitable to stop the building grants at once, and it was promised that the Board of Works should spend £100,000 more, spread over five years.

In spite of this limitation, the sum of £410,767 was spent between 1903-4 and 1914-15, inclusive.

The grants were lower, it is true, between 1903-4 and 1907-8 owing to the fact that the standard plans were being enquired into during those years. But grants were only partially suspended—£77,936 being spent in those years.

My signature, then, must be taken to be subject to the above reservations as to certain matters of principle, and certain matters of fact.

M. F. HEADLAM.

SCHOOL SCALE AND TEACHER INCENTIVES

The following summary of the various scales of salary and higher increments recommended is appended for convenience

Years of Service	Principals of Schools of 50-99 Pupils		Assistant Teachers and Principals of Schools of 10-49 Pupils		Principals of Schools of 100-199 Pupils		Principals of Schools of 200-299 Pupils		Principals of Schools of 300 Pupils and over	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
1	£	£	£	£	£	£	£	£	£	£
2	50	50	50	50	50	50	50	50	50	50
3	50	50	50	50	50	50	50	50	50	50
4	50	50	50	50	50	50	50	50	50	50
5	50	50	50	50	50	50	50	50	50	50
6	50	50	50	50	50	50	50	50	50	50
7	50	50	50	50	50	50	50	50	50	50
8	50	50	50	50	50	50	50	50	50	50
9	50	50	50	50	50	50	50	50	50	50
10	50	50	50	50	50	50	50	50	50	50
11	50	50	50	50	50	50	50	50	50	50
12	50	50	50	50	50	50	50	50	50	50
13	50	50	50	50	50	50	50	50	50	50
14	50	50	50	50	50	50	50	50	50	50
15	50	50	50	50	50	50	50	50	50	50
16	50	50	50	50	50	50	50	50	50	50
17	50	50	50	50	50	50	50	50	50	50
18	50	50	50	50	50	50	50	50	50	50
19	50	50	50	50	50	50	50	50	50	50
20	50	50	50	50	50	50	50	50	50	50
21	50	50	50	50	50	50	50	50	50	50
22	50	50	50	50	50	50	50	50	50	50
23	50	50	50	50	50	50	50	50	50	50
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25	50	50	50	50	50	50	50	50	50	50
26	50	50	50	50	50	50	50	50	50	50
27	50	50	50	50	50	50	50	50	50	50
28	50	50	50	50	50	50	50	50	50	50
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37	50	50	50	50	50	50	50	50	50	50
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39	50	50	50	50	50	50	50	50	50	50
40	50	50	50	50	50	50	50	50	50	50
41	50	50	50	50	50	50	50	50	50	50
42	50	50	50	50	50	50	50	50	50	50
43	50	50	50	50	50	50	50	50	50	50
44	50	50	50	50	50	50	50	50	50	50
45	50	50	50	50	50	50	50	50	50	50
46	50	50	50	50	50	50	50	50	50	50
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76	50	50	50	50	50	50	50	50	50	50
77	50	50	50	50	50	50	50	50	50	50
78	50	50	50	50	50	50	50	50	50	50
79	50	50	50	50	50	50	50	50	50	50
80	50	50	50	50	50	50	50	50	50	50
81	50	50	50	50	50	50	50	50	50	50
82	50	50	50	50	50	50	50	50	50	50
83	50	50	50	50	50	50	50	50	50	50
84	50	50	50	50	50	50	50	50	50	50
85	50	50	50	50	50	50	50	50	50	50
86	50	50	50	50	50	50	50	50	50	50
87	50	50	50	50	50	50	50	50	50	50
88	50	50	50	50	50	50	50	50	50	50
89	50	50	50	50	50	50	50	50	50	50
90	50	50	50	50	50	50	50	50	50	50
91	50	50	50	50	50	50	50	50	50	50
92	50	50	50	50	50	50	50	50	50	50
93	50	50	50	50	50	50	50	50	50	50
94	50	50	50	50	50	50	50	50	50	50
95	50	50	50	50	50	50	50	50	50	50
96	50	50	50	50	50	50	50	50	50	50
97	50	50	50	50	50	50	50	50	50	50
98	50	50	50	50	50	50	50	50	50	50
99	50	50	50	50	50	50	50	50	50	50
100	50	50	50	50	50	50	50	50	50	50

Teachers who qualify for the award of Special Incentives under the regulations set forth in paragraph 43 are shown the period required for attaining the maximum of the Normal Scale

MEMORANDUM

SHOWING THE

EXISTING SITUATION AS REGARDS SALARIES OF TEACHERS IN
NATIONAL SCHOOLS IN IRELAND,

AND THE

General features of previous systems of remuneration which have been adopted since the establishment of the Board of National Education in 1832.

(Handed in by Mr. A. N. BONAPARTE WYSE, M.A., Secretary to the Commissioners of National Education.)

The existing regulations and scales of salaries payable to Irish National teachers came into force on 1st April, 1877, in accordance with proposals passed before Parliament by the late Chief Secretary, Mr. E. R. Dukes, in July, 1877. The present scheme of salaries (known as the "Duke Scheme") is in its essence a modification and extension of the previous system, which in its main features was in operation since April, 1860.

Before proceeding to describe the present system, it may be well to glance briefly at the general features of the previous systems of remuneration for National teachers which have been adopted since the beginning of the National system in 1832.

EARLY METHODS OF PAYMENT.

In its opening years the National Board did not aim at doing more financially for the teachers than to provide a small supplement to the very modest emoluments available from school fees, endowments, and other local sources. In founding the Board, the then Chief Secretary laid it down that no application for aid to any school should be entertained where a permanent salary for the master was not locally provided, but in practice it was found impossible to insist on this condition, and it appears never to have been strictly enforced.

During the first thirty years of the National System, from 1832 to 1862, teachers were paid fixed class salaries. From 1832 to 1850 a master received a fixed sum of £10 a year, and a woman £8. In 1850, teachers were divided into three classes, according to their success at examinations, a man in the first class receiving £20, and a woman £15; while a third-class master had £12, and a woman £10. In 1860 the classes were subdivided into divisions, and the amounts raised: a master in first division of first class had £30 and a woman £24, and the lower classes were increased in proportion. Small gratuities of £5 or £3 a-piece were granted to the best school-keepers in each Inspector's district. As time went on the grants were gradually augmented, and in 1872 we find the highest class salary to be £38 for a master and £32 for a mistress, and, in addition, there were grants of good service salary available for the best teachers on the recommendation of the Inspectors. These grants were confined to classed teachers of at least eight years' service in schools with an average attendance of at least 85 pupils. The maximum annual grant of good service salary was £15, attainable after seventeen years' service—the minimum £2. In 1868 the number of teachers receiving good service salary was only 608 out of a total of 8,120 (35th Report of the Commissioners for 1868, p. 30). Small gratuities, in addition to good service salary, could also be earned by success in teaching monitors, in teaching vocal music and drawing, and as premiums for neatness and cleanliness in the keeping of the schools. Model school teachers, being in the direct employment of the Board, had special rates of salary. All assistants received the salary of the third or lowest class.

THE RESULTS SYSTEM.

For twenty-eight years, from 1st April, 1872, to 31st March, 1900, the system of payment by results' fees was in force. All schools were examined annually by the Inspectors, and results' fees allocated on the averaging of the individual pupils. Teachers continued to receive the fixed class salaries, but no new grant of good service salary was made, and the income of the teacher from State funds, down to the passing of the Act of 1900, consisted of class salary paid quarterly, and results' fees paid yearly, after the annual examination. Pursuant to the recommendations of the Powis Commission (1870) the introduction of the Results' system was accompanied by an attempt to secure a contribution towards the teachers' emoluments from the local rates. In 1875 an Act of Parliament was passed giving power to boards of guardians to contribute towards results' fees. In the case of schools situated in non-contributory Poor Law Unions the Results' Fees were divided into two equal parts; the first moiety was paid by the Board unconditionally, but the second moiety was paid only so far as there was a corresponding sum contributed towards the income of the teachers from school fees or local endowments. In the case of schools situated in the contributory Poor Law Unions, not only were both moieties of the Results' fees paid to the teachers, but in addition the latter received from the rates an amount equivalent to one of these moieties. As the question of becoming a contributory union was left optional with the Poor Law Boards, the amount varied considerably from year to year. Between 1875 and 1891, the highest amount contributed from the rates was £30,499 in the 1876, the lowest was £8,324 in 1880 (no doubt owing to the serious state of distress prevalent in that year throughout Ireland).

In 1890 the Local Taxation (Customs and Excise) Act (55 & 56 Vic., c. 60) provided a sum of £78,000 out of the local systems and excise duties, which was paid annually to the Commissioners and distributed as a capitation grant, partly in lieu of the contributions towards Results' fees from the local rates (which were reimbursed in part by the Commissioners to the poor law boards) and partly in lieu of contributions from non-statutory local sources.

In 1891 the average rates of salary from the Commissioners for National teachers were as follows:

	Class Salaries.			Results Fees.			Total.		
	£	s.	d.	£	s.	d.	£	s.	d.
Men Principals	44	15	5	12	0	9	56	15	14
Women "	38	13	24	10	1	14	48	13	2
Men Assistants	36	3	9	12	0	9	47	3	6
Women "	27	1	10	10	16	9	37	18	0

LOCAL EXAMINATION ACT, 1892.

The next substantial increase in the teachers' salaries resulted from the Irish Education Act of 1892, which abolished school fees in all schools except those where an average rate of school fee of more than 6s. per pupil had been raised, and added £230,000 per annum

to the grants for education. This sum was devoted (a) to increasing the class salaries (including payments to Convent schools) all round by 20 per cent.; (b) to granting bonuses of £9 and £7 10s., respectively, to assistant masters and mistresses of at least five years' standing ranking higher than third class—assistants, no matter how highly classed, being eligible only for third-class salary; (c) to giving third-class salary in-lieu of capitation to teachers of schools of 20 to 30 average; and (d) to paying a capitation grant on the average daily attendance of pupils. This residual capitation grant (d) accounted for about half of the whole sum, and amounted roughly to 6s. per pupil in average attendance. It was paid to the principal teacher save in a comparatively small number of cases where, by agreement between the manager and the teachers, some portion was to be paid to the assistants.

At the conclusion, therefore, of the Results' fees period, we find the teachers' incomes from the State made up of payments under the following general heads:—(a) Class salaries; (b) Results' fees, including Customs and Excise grant and payments out of the rates; and (c) School grant—i.e., capitation payments and bonuses to assistants.

The following was the scale of class salaries in 1899, as augmented by 20 per cent. under the 1902 Act:—

CLASS SALARIES.

	Men.	Women.
	£ s. d.	£ s. d.
First Class—first division ...	54 0 0	49 12 0
" " second division (old) ...	42 8 0	36 0 0
" " " (new) ...	43 12 0	31 12 0
Second Class—first division (old) ...	35 4 0	24 8 0
" " both divisions (new) ...	32 16 0	21 8 0
Third Class ...	22 0 0	13 0 0
Assistant Teachers ...	12 0 0	12 8 0

NOTE.—Men Assistants of five years' service classed higher than third had £9 bonus; total, 221; women similarly had £7 10s. bonus; total, 229 10s.

As a general rule, promotion in class was by examination, and assistants were eligible for the higher classes, but received no financial increase until they became principals. After 1897, only trained teachers could get into the first class. As a rule, it was necessary for a teacher to spend at least one year in each division of each class, and teachers were not admitted to examination for higher classification unless their work in the schools was satisfactory.

Principals were not paid first class salary unless their schools had an average attendance of 35 pupils, and for second class an average of 30 was required. Trained teachers were, as a general rule, placed in second class on leaving the Training College; if they had attained to second class before the commencement of their course of training they were eligible for admission to examination as candidates for promotion to first class on the completion of their training.

Results' Fees.

The results' fees payable to the school were divided between the members of the staff on the principle of two shares to the head-teacher for one share to each assistant.

For the last year of the Results' system, ended 31st March, 1905, the total amount paid in salaries (including bonuses to assistants) was £99,001 19s. 9d., and in Results' fees (including Customs and Excise) £22,785 12s. 2d.—that is, salaries were about 88.5 per cent. and Results' fees 11.5 in proportion. The number of pupils examined for results in the same year was 364,575, the average amount earned by each pupil being 11s. 4d. approximately. The results' fees earned by individual teachers varied, of course, very considerably, being naturally highest in the case

of the highly classed and more efficient teachers, and much lower in infant schools than in schools attended by older children.

CAPITATION GRANT.

The capitation grant payable in the same year to the teachers on the average attendance of pupils between 3 and 15 years of age amounted to £130,809 10s. 6d., being at the rate of 6s. 3d. per pupil.

THE GRADING SYSTEM.

On the abolition of the Results' system, on 1st March, 1900, it became necessary to devise a new scheme of salaries, and that which was in force down to last year until the inception of the Duke scheme was inaugurated from 1st April, 1900. The main principle of the new system was the division of the teachers' salaries into four grades (there being two sections in first grade) with fixed salaries for each grade, and with scales of continued good service salary accruing by increments in each grade. The time units of the system of increases was triennial, teachers becoming eligible for increases of salary at intervals of not less than three years. Teachers on first appointment were placed on the salary of the lowest grade, and all assistants—unless in exceptional cases—were ineligible for salary above third grade.

The following table shows the rates of salary and good service salary as introduced in 1900:

GRADE SALARIES.

Grade.	Grade Salary.	Good Service Salary, Triennial Increments.		Increments.	Number of Increments.	Minimum.	Average Attendance necessary.
		£	s.				
Men	I.	54	0	0	0	37	20
	II.	47	10	2	1	127	30
	III.	42	10	1	1	127	30
	IV.	35	12	0	0	175	70
Women	I.	44	7	0	0	46	20
	II.	37	8	2	1	127	30
	III.	32	8	1	1	127	30
	IV.	24	0	0	0	143	70

In 1907, through the operation of a new grant (known as the Burrell grant) the rates in first grade (both sections) were augmented uniformly by £10 per annum, and in the other grades by £7 per annum.

Untrained teachers appointed since 1st April, 1905, were not eligible for good service salary. Since 1912, untrained masters are not, as a rule, admitted to be National teachers, but untrained mistresses are still eligible for employment.

In addition to these rates of salary, trained assistant masters and mistresses of five years' standing received the bonuses of £9 and £7 10s., respectively, provided in the Act of 1899, a concession which, as a rule, secured to them a higher salary than principal teachers of corresponding service, and which was allowed only in compliance with the statutory provisions of the Act—provisions which the recasting of the system of salaries and new scales of payment rendered in many respects obsolete.

Increases of good service salary and the awards of promotion to teachers were dependent on the inspectors' annual reports, a definite scale of proficiency being laid down for each grade. In their annual reports inspectors assigned a merit mark to each school and teacher, and the awards of increment and promotion in the various grades were dealt with on a scrutiny of these marks. In general, promotion to second grade was granted on "good" reports, while for first grade the mark "very good" was required. For increments the scale of marks varied from the lowest to the highest grade in an increasing scale of efficiency—one "good" report in the triennial period being accepted as sufficient in third grade, and one "very good" in first section of first grade.

Assistants were not, as a rule, eligible for any promotion, but in 1912 and subsequent years the Commissioners granted them promotion to second grade in exceptional cases of high efficiency.

As a teacher was supposed to proceed successively through each grade to the highest, it followed that, under normal circumstances, it would have taken a teacher 21 years to reach the 1st grade, 27 years the initial salary of D grade, and 36 years the highest grade salary in the scale. But in cases of high efficiency the Board made use of their exceptional powers of promotion, which enabled them to advance very deserving teachers to the higher grade without requiring them to spend the normal time in each grade. This form of promotion, known ultimately as "special promotion," considerably modified the hardships of the salary-scale in the case of the best teachers, and it was liberally availed of in the years from 1907 onwards, as many as 108 principal teachers being "specially" promoted, for example, in the year ended 31st March, 1915. On the other hand, the dispensing power of the Board was kept in check and seriously curtailed by the limiting operation of what was known as the "standard numbers."

When arranging the incremental system in 1900, the Commissioners were constrained to agree with the Treasury that the maximum number of teachers to be recognised at any time in the different grades above the third grade should be definitely fixed, subject to readjustment later on should the needs of the system require it. The following were the numbers fixed in 1900:

	Men.	Women.
Second grade ...	2,000	2,000
Second of first ...	500	400
First of first ...	300	270

In 1906 the maximum number of men in 1st grade was raised to 840, and down to the 1st April, 1909, the standard numbers sufficed for all the teachers who satisfied the promotional conditions. But in that year the number of men promoted to both sections of first grade exceeded the number of available places, and the practice of what came to be known as "paper-promotion" came into being, teachers being promoted nominally but not receiving the salary of the higher grade until vacancies became available owing to deaths or resignations. In 1915, the Treasury agreed to a readjustment of the standard numbers, which were fixed as follows from 1st April, 1915:

	Men.	Women.
Second grade ...	2,200	1,600
Second of first ...	700	400
First of first ...	450	300

The standard numbers were finally abolished in 1917 on the introduction of the Duke scheme. The numbers as adjusted in 1915 were sufficient down to their abolition for all ordinary cases of promotion, but from 1915 onwards special promotion to D grade had to be suspended for men, and from 1915 onwards for women.

In addition to the grade salaries, the teachers continued to receive a capitation grant of 5s. payable on each pupil in average attendance between the ages of three and fifteen years. This grant was divided between the members of the staff according to a scale laid down in the Code. In schools with one or two assistants the principal received the capitation on an attendance up to but not exceeding sixty pupils, the assistant or assistants received the grant on the balance of the pupils, if any. The maximum payment of capitation to an assistant was the grant on 35 pupils, equal to 28 15s.

Fees for certain special and extra subjects were also provided.

The transfer of the teachers from the old system of Beadell's fees to the new system of grade salaries in 1900 presented considerable difficulties, which largely arose owing to the fact that the new salaries had to be so adjusted as not to increase the total payments to be made from Parliamentary grants. Hence it was impossible, in making the transfer, to deal grossly with all cases of hardship when there was no power to draw upon an increased Parliamentary vote. The general principle of the transfer was to ascertain the

average earnings from the Board of each teacher under the Beadell's system, and to give him a new commencing grade salary based thereon. By this method the grade of the teacher as fixed in the year 1900 was determined by his average earnings before the change of system and not by his classification. It was obviously impossible and inequitable to fix a teacher's grade salary on the basis of his classification, inasmuch as his earnings under the Beadell's system varied not only with his class but even more with the size of his school and the effectiveness of his teaching; so that, while numbers of teachers in first class had total emoluments equivalent only to those laid down in second grade, there were others in third class whose total earnings owing to the size and character of their schools were equal to those fixed for first grade. In such circumstances, the only possible course was to assess the new grade salaries on the basis of actual earnings; when this was done, the new salaries were regarded as initial salaries for each teacher, and any increase by way of increment or promotion to which he could lay claim under the new rules was granted to him in 1903 at the expiration of the first triennial period, and in subsequent years. In this way many teachers, appointed two or three years before 1900, gained an advantage of six or nine or more years' in the scale over those appointed immediately after the new system was introduced.

THE DUKE SCHEME.

The chief features of the Duke scheme, in which it marks an advance on the system of 1900, are the following:

- New and augmented scales of grade salary, with more rapid progression through grades.
- Annual instead of triennial increments.
- Abolition of standard numbers.
- Promotion to second grade for headteachers.
- Supplemental salaries for highly-efficient principals of large schools.
- Increased capitation grant for principals of schools with over 60 pupils in average attendance.

The following is the new scale of salaries:

	Commencing Salary.	Annual Increment.	Number of Increments.	Maximum of Salary.	Minimum size of School.
Men	III.	75	4	0	102
	II.	120	4	4	124
	I ^a .	145	7	5	160
	I ^b .	185	10	5	191
Women	III.	64	4	5	88
	II.	54	5	4	114
	I ^a .	125	6	3	125
	I ^b .	141	9	3	163

NOTE.—Principals of schools with less than 10 pupils in average attendance get a capitation rate of 25 pence per annum per pupil in average attendance.

Those in schools with an average of not less than 10 but less than 15 pupils get a fixed salary of £24 per annum.

In addition to these grade salaries all principals get an annual capitation rate of 5s. per pupil between 5 and 15 years of age in average attendance.

Two years must be served at the maximum of second grade before promotion can be granted; one year at the maximum of the other grades.

It may now be convenient to consider the position of certain classes of teachers:

- (1) Principals of schools of 140 or more.*
In addition to grade salary, these teachers may have supplemental salary, beginning at £200 per annum and increasing by annual increments of £50 to £350 per annum, if they be highly efficient.

The maximum emoluments of such a principal teacher may be represented as follows:

	Men.	Women.
1 st Grade salary ...	£198	£188
Supplemental salary ...	50	50
Capitation grant ...	35	35
Total ...	£283	£273

To reach this maximum by ordinary progression through the grades would take 19 years' service; but if special promotion be granted the maximum might be reached in 12 years.

On the other hand, no teacher can be appointed as principal of a school of 140 or over unless he is reported to be highly efficient in the discharge of his duties, and has at least seven years' service.

Supplemental salary and admission to either section of first grade is in all cases conditional on highly efficient service, as certified by the inspectors. Consequently an existing principal of a school of 140 who is merely satisfactory in the performance of his duties can receive only:

	Men.	Women.
Second Grade salary ...	£134	£114
Capitation ...	35	35
	£169	£149

These figures should be reached after eleven years' service.

(2) Principals of schools of 70 average.

The maximum emoluments of these principals are the following:

	Men.	Women.
1 st Grade salary ...	£198	£188
Capitation grant ...	17 10	17 10
	£215 10	£205 10

To reach these figures 19 years' service is requisite under the ordinary system of promotion, but by special promotion 12 years may suffice.

High efficiency being necessary to reach the first grade, it follows that a principal of a school of 70 who is not up to this standard can receive only the following maximum salary:

	Men.	Women.
Second Grade salary ...	£134	£114
Capitation ...	17 10	17 10
	£151 10	£131 10

These maxima may be reached in 11 years.

(3) Principals of schools of 50 average.

The following shows the maxima for principals in schools of 50 average:

	Men.	Women.
1 st Grade salary ...	£198	£188
Capitation ...	13 10	12 10
	£212 10	£200 10

These maxima may be reached in 11 years, or with special promotion in 8 years.

Highly efficient service being required for 1st grade, with service of average efficiency the principal of a school of 50 may obtain:

	Men.	Women.
Second Grade salary ...	£134	£114
Capitation ...	13 10	12 10
	£147 10	£126 10

Maxima to be reached in 11 years.

(4) Principals of schools of 30 average.

The following are the maxima:

	Men.	Women.
Second Grade salary ...	£134	£114
Capitation ...	7 10	7 10
	£141 10	£121 10

These maxima may be reached in 11 years with efficient service; if special promotion be granted, they may be reached in 7 years.

(5) Principals of schools of 20 average.

The following are the maxima, to be reached in 8 years:

	Men.	Women.
Third Grade salary ...	£102	£88
Capitation ...	5	5
Special Bonus ...	10	10
	£117	£103

Notes.—In the cases of all the above maxima for principals of various sizes of schools, it is to be observed that 5s. is to be added to the figures for each unit of average attendance above those specified.

(6) Assistant teachers.

Assistant teachers are not eligible for promotion beyond the second grade, and the latter grade is confined to such assistants as are reported by the inspectors to be discharging their duties with high efficiency.

The maxima for highly efficient assistants, which may be attained in 11 years, is £134 for men, and £114 for women.

Assistants who are "efficient," but not reported to be "highly efficient," may receive a bonus of £10 after reaching the maximum of third grade, so that their maxima are as follows:

	Men.	Women.
Grade Salary ...	£102	£88
Bonus ...	10	10
	£112	£98

Untrained assistants are not eligible for any increase, even in third grade, unless they were appointed to the service on or before 1st April, 1905.

COMMISSIONERS OF PROMOTION.

A principal teacher of a school of 30 average is eligible for promotion to second grade when he has served for one year at the maximum of third grade. His promotion then depends on his school report. He must, as a rule, have been reported to be doing work of an efficient character in each of the previous three years to warrant his promotion.

Principals for two years at the maximum of second grade in schools of at least 50 average are eligible for promotion to second section of first grade. The teacher's service in each of the three years preceding promotion must be of a highly efficient character.

For promotion to first section of first grade an average of 70 is required and one year's service on the maximum of the second section of the grade. Work of a highly efficient character must be performed in each of the three years preceding promotion.

In each case the average attendance required is that for the calendar year ending 31st December preceding the date of promotion.

Untrained principals are not promoted to first grade unless they possess a vested right thereto by having been in the service before August, 1897, and were on that date either married or at least 35 years of age.

In each annual report the inspector is required to state whether the teacher's service is or is not of such a character as to qualify him for promotion, and his reply on this point is transmitted to the teacher, together with the school report and table of efficiency of the different subjects of instruction. An inspector of lower rank than a senior inspector cannot alter the recommendation from that of the previous year without the counter-signatures of his senior inspector.

Any teacher may lodge an appeal against a report within fourteen days of its receipt by him. The appeal is referred to the Board's chief inspectors, who may allow it if they consider it reasonable. A new inspection is then held by an inspector of senior rank to the one appealed against.

The Commissioners have retained powers under the Duke Scheme to award more speedy, or special, promotion in cases of exceptional merit in schoolkeeping. In such cases the restriction as to average attendance still applies, but the condition of service at the maximum of the lower grade is waived to a greater or less extent, and the total service of the teacher under the Board is scrutinized. Nine years' total service is the minimum service for 1st grade, six years for 2nd grade.

and three years for second grade. The conditions of high efficiency required, which are of course somewhat stringent in view of the very favourable treatment involved, are six years' consecutive highly efficient service for promotion to either section of first grade, and three years' such service for the second grade. These conditions will enable young men of high ability, principals of schools of 50 average, to attain salaries of £120 or £150 before they reach twenty-eight or thirty years of age.

A return has recently been prepared in the Education Office, based on information supplied by the inspectors, of the total number of principals and assistant teachers whose service is considered to have been highly efficient in each of the last three school years. The following table shows the result, together with the total numbers of principal and assistant teachers in the service on 31st March in each year and the percentage estimated to attain the standard of high efficiency.

School Year	No. of Teachers	No. estimated to be Highly Efficient	Percentage
1915-16 ..	13,611	3,693	26.3
1916-17 ..	14,303	3,654	25.5
1917-18 ..	14,355	3,820	26.5

AWARDS OF INCREMENTS.

The awards of increments are made annually on the reports of the inspectors. In all grades above the third increments are granted when the teacher is placed in the report preceding the date of increment to be giving efficient service. In third grade the requirement for the increment is somewhat less exacting. The instruction to the inspector when making his recommendation of increment for teachers in this grade is as follows:

A teacher shall be considered deserving of increment if his work since the last general inspection gives evidence of promise and does not show manifest signs of neglect or carelessness.

The same procedure in regard to appeals applies in the case of increments as in that of promotions.

TRANSFER OF EXISTING TEACHERS TO DUKE SCHEME.

The transfer of the teachers to the new scales laid down in the Duke scheme presented no such difficulties as in 1900, inasmuch as in nearly all cases the new scale insured a substantial increase of salary to the teacher. Existing teachers retained their grades in the new scheme, and received allowances for increments already awarded in the grade or for service already given towards the next increment. Except in first section of first grade, two annual increments were granted to teachers for each triennial increment already received.* Assistants in some cases did not fare so well as principals, as they received no further capitation grants under the Duke Scheme, and the bonuses paid to certain of them under the Education Act of 1892 were considered to be merged in the new amounts of salary. On the other hand, they obtained senior and regular conditions of promotion to second grade, and in cases where they do not qualify by high efficiency for such promotion they receive a special bonus in third grade.

CONVENT SCHOOLS.

The foregoing statements have reference to the ordinary graded teachers, principals and assistants, and it remains only to refer briefly to the position of teachers of Convent schools paid by Capitation Grant, and of junior assistant mistresses.

In Convent schools, where the members of the community are not graded teachers, the conductors receive a capitation grant based on the average attendance. In 1900, these grants ranged from 25s. to 35s. per

pupil, and an increment of 1s. per pupil might be added triennially up to the maximum of 35s. if the reports were satisfactory. In addition, the annual capitation grant on the average attendance of pupils between 8 and 15 years, was also paid. In 1907 the grants were increased by 5s. per pupil out of the Birrell Grant; and in 1917, under the Duke Scheme, a uniform sum of 12s. per pupil was added, the system of triennial increments being retained unaltered. The total Capitation Grants now payable to Convent schools vary from a minimum of 40s. to a maximum of 80s. per pupil, besides the 5s. Capitation payable on the attendance of pupils from 8 to 15 years.

It is allowable for the conductors of these Convent schools to employ qualified teachers to assist in the teaching at rates of salary mutually agreed upon subject to a minimum salary laid down by the Board. Before 1917, the minimum for trained lay assistants was £44 per annum, and for untrained £40. Under the Duke Scheme, the minimum has been fixed at £64. Supernumerary assistants—i.e., those who are not required for the adequate staffing of the school, may also be employed; the minimum for such assistants, which was formerly £50, has recently been raised to £45. The time served by recognized lay assistants may count towards awards of Training Diploma and of increments, but not for pension purposes.

JUNIOR ASSISTANT MISTRESSES.

This class of teachers is recognised in small mixed schools under masters, or in schools with an average attendance of at least 35 pupils. Before 1917 they received an annual salary of £34 per annum, and £4 besides out of the Birrell Grant when they had given two years' efficient service—total salary, £38. Under the Duke Scheme they have an initial salary of £40 per annum, rising by annual increments of £3 to a maximum of £59.

AVERAGE INCOME.

In conclusion, I have attached a return showing the average income of the teachers on completion of the first year of the Duke Scheme as compared with their incomes in the year before the war. In this return the increases of income due to war bonuses are not included.

RETURN showing average incomes of National school teachers from all State sources (exclusive of war bonus) in each of the grades for the year ended 31st March, 1914 (the year before the war commenced), and for the year ended 31st March, 1918.

Grade.	Average Pensionable Income for the year ended 31st March, 1914.	Average Pensionable Income for year ended 31st March, 1918.	Increase in average income for 1917-18 over that for 1912-14.
Males	£ s. d.	£ s. d.	£ s. d.
	1 st 109 1 10	225 7 5	36 5 7
	1 st 140 14 0	174 9 1	24 15 1
	2 120 3 5	139 7 0	19 4 4
Females	3 84 4 8	100 2 1	15 17 5
	1 st 154 0 0	184 5 3	30 18 6
	1 st 125 19 2	150 6 4	24 7 2
	2 108 7 8	116 11 1	14 3 3
	3 68 10 7	81 14 6	12 3 11

JUNIOR ASSISTANT MISTRESSES.

For the year ended 31st March, 1914, the average income from State sources of junior assistant mistresses was about £27. For the year ended 31st March, 1918, their average income (excluding war bonus) was about £20. Income about £13 per annum.

A. N. BONAPARTE WYSE.

NATIONAL EDUCATION OFFICE,
DECEMBER, SEPT. 27th, 1918.

*In first section of first grade an annual increment was allowed under the Duke Scheme for each triennial increment.

MEMORANDUM

WITH REFERENCE TO

PENSIONS OF TEACHERS IN NATIONAL SCHOOLS IN IRELAND,

Showing the general features of the System of Superannuation since its establishment in 1880.

(Handed in by Mr. JAMES DUNCAN, Teachers' Pension Office.)

Previous to 1880 National Teachers were not eligible for pension, but received on retirement a gratuity of one year's salary for every ten years' service.

The Teachers' Pension Act of 1879, which came into force on 1st January, 1880, granted pension to classed teachers, i.e., teachers who receive salaries from and are classed according to the regulations of the Commissioners of Education.

The Teachers' Pension Fund, out of which pensions are payable, consists of the Endowment, and the Contributions deducted quarterly from teachers' salaries.

The Endowment is made up of (a) a capital sum of £1,500,000, which had been appropriated by payment out of the Irish Church Fund. It is in the hands of the Irish Land Commission, who transfer to the Teachers' Pension Fund interest at 3 per cent. per annum; (b) sundry grants made by Parliament since 1880; (c) the accumulated savings from income since the inception of the Fund. The Endowment is charged with three-quarters of the amount of pensions paid, while one-quarter of the amount of pensions, together with any refunds of premiums made on the resignation or death of teachers in the service, is charged to the contribution of teachers.

At the end of 1917 the balances of the two accounts stood thus—

ENDOWMENT ACCOUNT.

In the hands of Irish Land Commission	£1,500,000	0	0
Stock	1,111,604	6	10
	£2,611,604	6	10

TEACHERS' CONTRIBUTION ACCOUNT.

Stock	£420,574	15	1
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The total amount paid by teachers as contributions from 1st January, 1880, to 31st December, 1917, was £706,804 17s. 3d. Of this the amount of £351,619 15s. 6d. was paid to teachers or their representatives as premiums refunded on resignation or death during the same period.

Since 1880 six actuarial investigations into the condition of the Fund have been made at intervals. Each of these, with the exception of the first, in 1885, showed a prospective deficit. To meet this liability the following grants were voted by Parliament:

In 1891, £50,000, the Irish equivalent for the portion of the year of the English "Free Grant."

In 1897, £95,434, plus an annual grant of £18,000.

In 1901, £20,397, considered due to Pension Fund out of the Arrears Grant to Teachers.

In 1906, £298 18s. 3d., the balance of the above Grant.

In 1912, an additional annual grant of £25,000, making the amount of the annual grant to £43,500.

In 1914, a further grant of 15 per cent. on total annual expenditure. The amount of this grant in 1917 was £17,158, bringing the total grant for the year to £60,658.

The total amount of grants made from Votes of Parliament from 1st January, 1880, to 31st December, 1917, was £706,798 7s. 6d. over and above the original endowment of £1,500,000. The accumulations, representing net invested savings on those amounts, were, at 31st December, 1917, £212,605 19s. 3d.

From 1880 to 1885, pensions were fixed on age, irrespective of service, and the maximum pensions available for teachers in ordinary National Schools in the highest grade were £88 (men) and £68 (women). Model school teachers were allowed to pay additional premiums and to qualify for pensions of £150 in the case of men, and £90 in that of women.

In 1885, a revision of the Rules introduced service as an additional factor in determining pension, and existing teachers were given the option of electing to be pensioned on age alone, or on age and service combined.

From 1880 to 1907 the form of retiring allowance granted to teachers who retired through disablement was a gratuity, with the alternative of a small pension. The gratuity was generally selected by the teacher in preference to the small pension.

In 1897 the resources of the Fund were found to be insufficient to meet the prospective benefits. Premiums were therefore increased, and the maximum pensions obtainable were reduced (except in the case of existing contributors) to £60 for men and £47 for women.

The Rules of 1897 also modified the form of Disablement grants. Instead of the gratuity hitherto paid, a disabled teacher received the amount of his premiums with interest, plus a small pension commensurate after twelve months for a sum of three times the amount of premiums and interest already paid, less any pension drawn. The pension was almost invariably commuted, and the total sum received by the teacher exceeded in most cases that payable under former Rules.

In 1903, after a conference between the Treasury and the representatives of the teachers, new Rules for the administration of the Fund were made. These Rules came into operation from 1st October, 1904. All teachers in the service before that date were allowed the privilege of electing to continue under the operation of the old Rules, while ex-teachers who retired on pension since 1st April, 1880, were entitled to claim the benefit of the new scheme, and their pensions were revised accordingly.

Under these Rules, each teacher contributes to the Pension Fund a percentage of the average pensionable income of his Grade, ranging from 84 per cent. in the case of a third grade teacher to 5 per cent. in the case of a teacher in the first division of the first grade. These rates are to continue unchanged for a period of five years, unless it is found that for any year the average salary for a grade was more than 10 per cent. greater than the average salary taken as the basis of the pension contribution. Reduced contributions are required from third grade teachers of thirty years' of age and upwards whose incomes do not exceed, in the case of men, £80, and in the case of women £65.

Pensions are granted at the rate of 1/30th of the pensionable income for each year of service above the age of 18, subject to a maximum of 40/30ths and to a minimum of £15 per annum, and are awarded on the average annual pensionable income of the teacher for the three years ending 31st March preceding date of retirement. Pensionable income includes all payments received by teachers from State sources for duty in a National School other than fees for evening school instruction and the value of the teachers' residence.

The contributions of teachers who die in the service are repaid, with compound interest, to their legal representatives.

The Rules of 1914 abolished the grant of gratuity on retirement through ill-health, substituting a pension on service and salary of not less than £18 a year.

Up to 1914, voluntary retirement on pension was allowed to men at the age of 55, and to women at the age of 50. The Rules of 1914 do not permit such retirement before the age of 60, unless the teacher is 35 years of age and has given 35 years' service.

The ages for compulsory retirement are 65 for men and 60 for women, unless the teacher is continued in the service by the Commissioners of National Education.

TABLE I.

Table showing the number of teachers in each grade for the year ended 31st March, 1918 (Supplied by Board of National Education).

	No. of Teachers in each Grade.				TOTAL.
	I ^A .	I ^B .	II.	III.	
Men Principals ...	222	609	1,039	1,387	4,354
Men Assistants ...	9	6	119	1,362	1,793
Women Principals ...	399	366	1,219	1,366	3,360
Women Assistants ...	8	19	374	1,934	4,507
Total Men ...	331	615	1,655	2,489	5,390
Total Women ...	397	385	1,794	3,291	7,767
Total Principals ...	621	975	2,546	3,773	7,814
Total Assistants ...	17	25	493	4,908	5,743
Total Teachers ...	638	1,000	3,739	7,781	13,520

TABLE II.

TABLE showing the Number of Teachers at each rate of Salary and their average Remedial Capitation Grant, divided according to sex, grade, and position in school (Principals and Assistants).—See explanatory Note at end of tables. (Supplied by Board of National Education).

MEN PRINCIPALS.

Ordinary Scale Rates of Salary, including £6 Bonus cases.	Number of teachers.	Average Amount of Remedial Capitation Grant.	Special Rates of salary, including £30 Bonus cases marked (B).*	Number of Teachers.	Average Amount of Remedial Capitation Grant.
2ND GRADE — 64 ... 72 ... 82 ... 83 ... 90 ... 94 ... 95 ... 102 ... 107 ... 112 ...	20 104 113 166 162 157 164 445 36 —	5 5 6 6 10 10 10 14 4 —	66½	1	25
(Total No. of Men Principals in Grade—1,387).					
2ND GRADE ... 110 ... 118 ... 125 ... 135 ... 154 ...	102 159 250 533 862	11 12 13 14 15	140B 145B 162B 185B 194B	1 5 1 2 2	44 50 43 36 50
(Total No. of Men Principals in Grade—1,386).					
1 ^A GRADE ... 145 ... 153 ... 169 ...	155 71 397	14 14 15	176B 183B 190B	0 4 3	53 57 46
(Total No. of Men Principals in Grade—522).					
1 ^A GRADE ... 165 ... 173 ... 182 ... 189 ...	139 54 78 120	16 16 21 24	— 186B 206B 206 206 212B 222B 222B 240B 253B 253B 264B 253B 266B 273 274B	— 23 10 1 1 18 1 54 1 1 1 2 1 1 1 1 1	— 54 55 73 35 40 38 61 52 60 75 60 64 73 117
Total No. of Men Principals in Grade—522.					
Total No. of Men Principal Teachers—4,364.					

* Note.—The £30 Bonus may increase by annual increments of £5 to £95.

MEN ASSISTANTS.

Ordinary Scale Rates of Salary, including 25 Bonus cases.	Number of Teachers.	Special Rates of Salary.	Number of Teachers.
2nd Grade ... 24 ...	154	54½	1
... 32 ...	124	91½	1
... 50 ...	107	94½	1
... 90 ...	120	94½	9
... 94 ...	100	94½	2
... 96 ...	82	94½	21
... 102 ...	147	—	—
... 207 ...	224	—	—
... 112 ...	—	—	—
(Total No. of Men Assistants in Grade—1,102).			
2nd Grade ... 110 ...	29	113½	9
... 116 ...	3	116½	1
... 122 ...	34	117½	9
... 128 ...	3	122½	1
... 134 ...	12	142½	1
(Total No. of Men Assistants in Grade—116).			
1st Grade ... 145 ...	3	147½	1
... 153 ...	—	152	1
... 160 ...	—	152½	1
... 160 ...	—	152½	1
(Total No. of Men Assistants in Grade—4).			
1st Grade ... 165 ...	—	176½	1
... 170 ...	1	176½	1
... 180 ...	—	176½	1
... 188 ...	—	176½	2
... 194 ...	—	184½	1
... 191 ...	—	191	1
... 224½*	—	224½*	1
(Total No. of Men Assistants in Grade—3).			
Total No. of Men Assistant Teachers—1,234.		* Privileged Assistants, 250 Bonus	

WOMEN PRINCIPALS.

Ordinary Scale Rates of Salary, including 25 Bonus cases.	Number of Teachers.	Average Amount of Headship Retention Grant.	Special Rates of Salary, including 250 Bonus cases (included 8).	Number of Teachers.	Average Amount of * Headship Retention Grant.
2nd Grade ... 6 ...	397	6	1 6	—	6
... 36 ...	49	4	15	1	1
... 38 ...	—	7	29	1	1
... 72 ...	75	8	35	3	3
... 76 ...	127	8	39	5	5
... 80 ...	119	8	39	7	7
... 84 ...	105	8	43	5	5
... 88 ...	382	9	45	5	5
... 92 ...	75	5 (N)	115D	1	34
... 98 ...	—	—	—	—	—
(Total No. of Women Principals in Grade—1,324).					
2nd Grade ... 94 ...	197	11	125D	3	49
... 99 ...	139	11	125D	4	59
... 104 ...	160	12	125D	1	44
... 109 ...	102	14	145D	3	59
... 114 ...	800	12	—	—	—
(Total No. of Women Principals in Grade—1,316).					
1st Grade ... 123 ...	74	14	120D	2	78
... 129 ...	—	15	120D	1	32
... 135 ...	230	14	125D	5	55
(Total No. of Women Principals in Grade—354).					
1st Grade ... 141 ...	45	16	*124	1	5
... 150 ...	34	16	173E	5	54
... 159 ...	33	20	173	1	19
... 165 ...	53	24	175	1	19
... — ...	—	—	180D	17	55
... — ...	—	—	182	1	24
... — ...	—	—	180D	9	40
... — ...	—	—	190D	52	50
(Total No. of Women Principals in Grade—359).					
Total No. of Women Principal Teachers—4,180.			* Model School Teachers paid under rules since 1. 4. 1900.		

NOTE.—The 250 Bonus may increase by annual increments of 25 to 450.

WOMEN ASSISTANTS.

Ordinary Scale Rates of Salary, including 25 House rent.		Number of Teachers.	Special Rates of Salary.		Number of Teachers.
£	s		£	s	
3rd Grade	64	842	67½		1
	68	331	74½		3
	72	263	77½		1
	76	386	79½		2
	80	338	80½		1
	84	346	81		1
	88	339	81½		7
	92	1,000	82½		46
	96	—	83½		29
(Total No. of Women Assistants in Grade—3,962).					
2nd Grade	96	263	95½		1
	99	30	96½		23
	104	36	99½		1
	108	32	100½		1
	114	131	104½		17
		—	104½		25
		—	106½		6
		—	110½		1
(Total No. of Women Assistants in Grade—274).					
1st Grade	123	4	*119		1
	129	—	122½		1
	133	6	124½		1
		—	124½		1
		—	129½		1
		—	132½		1
		—	132½		1
(Total No. of Women Assistants in Grade—19).					
14 Grade	143	8	152½		1
	150	2	150½		1
	155	1	—		—
	168	1	—		—
(Total No. of Women Assistants in Grade—6).					
Total No. of Women Assistant Teachers—4,567.			* Model School Teacher paid under rates prior to 1:4:1900.		

NOTE.

These tables show the average residual capitation grant for the teachers in receipt of any particular grade salary.

As regards pre-war bonuses (i.e., the Irish Education Act bonus of £9 for men and £7 10s. for women assistants claimed higher than third class and of five years' standing) it is pointed out:

(1) Where the grade salary (including augmentation grant) under the "Duke" scheme exceeded the assistant's former salary made up of grade salary (including augmentation grant), Irish Education Act bonus, and assistant's share of residual capitation grant, the assistant was awarded the "Duke" scheme salary. This salary covers (per regulations) the Irish Education Act bonus where payable, and from 1st April, 1917, the payment of residual capitation grant to assistants (except privileged assistants) ceases.

(2) Where the salary under the "Duke" scheme did not exceed the amount formerly payable to the assistant under the heads specified at (1) the salary from 1st April, 1917, was fixed at the total of these former grants (i.e., total of grade salary, with augmentation grant, Irish Education Act bonus, and assistant's share of residual capitation grant).

The "special rates" shown in the assistants' tables are so made up.

The "special rates" shown in Principals' teachers' table are in most instances the result of the addition to the ordinary scale rate of the £20 bonus for teachers of large schools (indicated by the letter B); but in some instances are personal salaries fixed on the basis of emoluments earned by the teacher prior to 1st April, 1900, which were found to be in excess of the "Duke" rate.

The tables show the annual rates of Grade salary (including Augmentation Grant) on the day 31st March, 1918, with the number of teachers in receipt of each rate; also (in the case of principals) the average annual rates of Residual Capitation Grant on the same day to the same teachers.

Privileged assistants are included in the tables for assistants.

While the majority of Privileged assistant teachers receive Residual Capitation Grant, the ordinary assistant teacher does not receive this grant. Therefore no average rate of Residual Capitation Grant is entered in the tables relating to assistants.

The average Residual Capitation rate is calculated to the nearest pound sterling.

It will be observed that the average Residual Capitation rate shows a drop for principal teachers to £107 and 49s as compared with immediately preceding rates. The explanation is that these teachers are serving in schools with an average attendance not exceeding 29 pupils (their salary including 42 house).

LIST OF WITNESSES WHO GAVE EVIDENCE BEFORE THE COMMITTEE

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- MR. A. N. BONAPARTE WYSE, M.A., Secretary to the Commissioners of National Education.
- MR. JOHN MCNEILL, B.A., Chief Inspector of the Commissioners of National Education.
- MR. T. J. O'CONNELL, Secretary to the Central Executive Committee of the Irish National Teachers' Organisation.
- MR. W. CASS, Principal Teacher, Union School, Kilkenny.
- MISS ROSE TIMMONS, Lay Assistant Teacher, Dublin.
- MR. D. J. PHENIX, Secretary of the School Attendance Committee, Belfast.
- MR. H. McCURT, Secretary of the School Attendance Committee, Roscommon.
- MR. H. MCCARTHY, Secretary of the School Attendance Committee, Dublin.
- MR. JAMES DUNCAN, Teachers' Pension Office, Dublin.
- MR. T. P. O'CONNOR, B.A., Chief Inspector of the Commissioners of National Education.
- MR. J. DALTON, M.A., Divisional Inspector of the Commissioners of National Education.
- MR. H. M. POLLOCK, President of the Chamber of Commerce, Belfast.
- MR. G. W. ALEXANDER, Assistant Secretary of the Scotch Education Department.
- REV. J. E. BROWNE }
 REV. W. J. BAIRD } Representatives of Managers of Protestant Schools in Belfast.
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LIST OF MEMORANDA.

- Memoranda put in by Most Rev. Dr. O'Donnell, Bishop of Raphoe.
- Memoranda put in by Mr. Headlam.
- Memorandum put in by Mr. Nunan.
- Local Aid to National Schools, put in by Mr. A. N. Bonaparte Wyse.
- Statement by the Catholic Clerical School Managers of Belfast.
- Memorandum from the Irish Principal Teachers' Union, put in by Mr. Haslett.
- Statement from the Catholic Clerical Managers' Association.
- Return furnished by the English Board of Education with reference to Local Aid.